

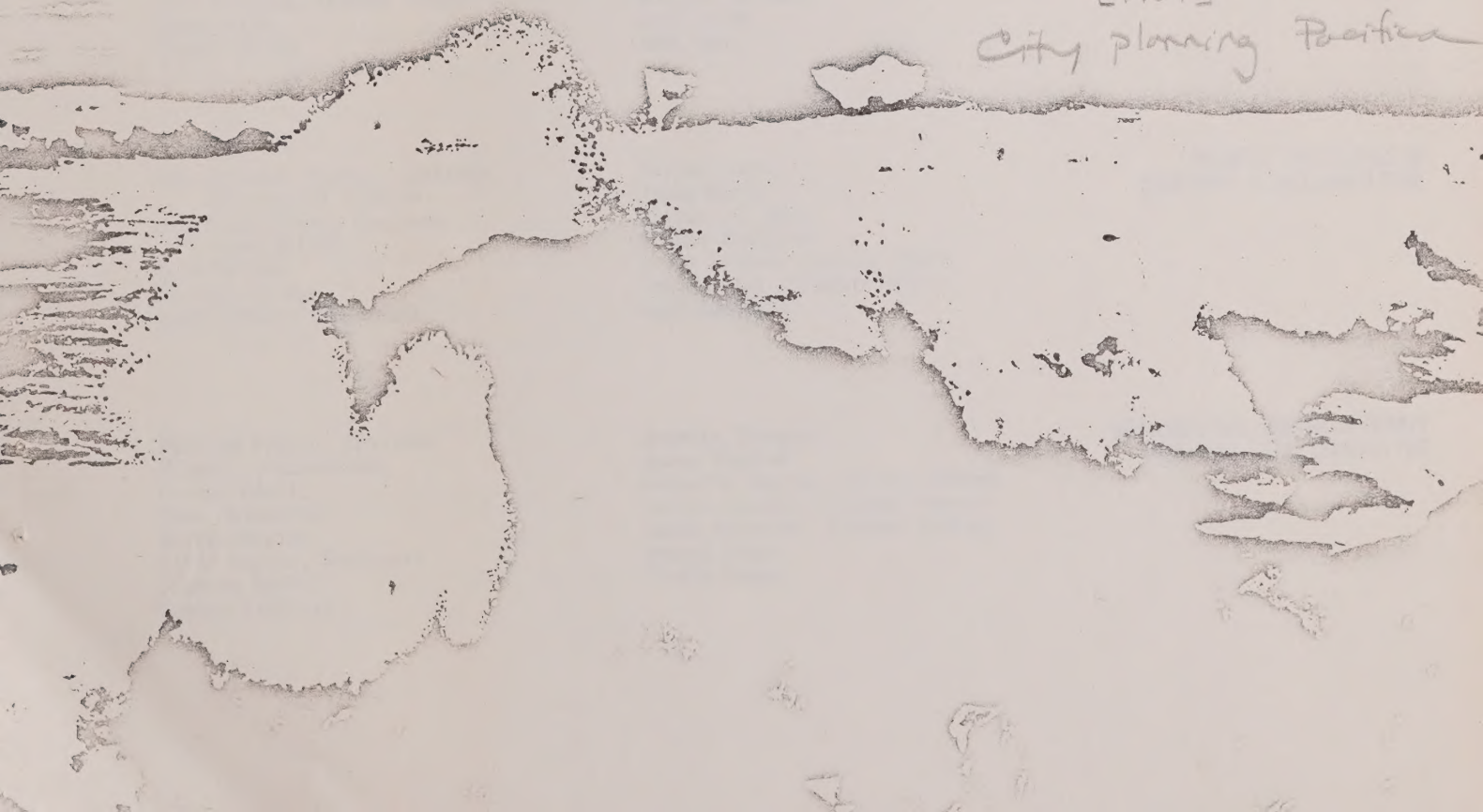
GENERAL PLAN & COASTAL AREA PLAN 1990

PACIFICA CALIFORNIA

Pacifica, [City center]

[1969]

City planning Pacifica



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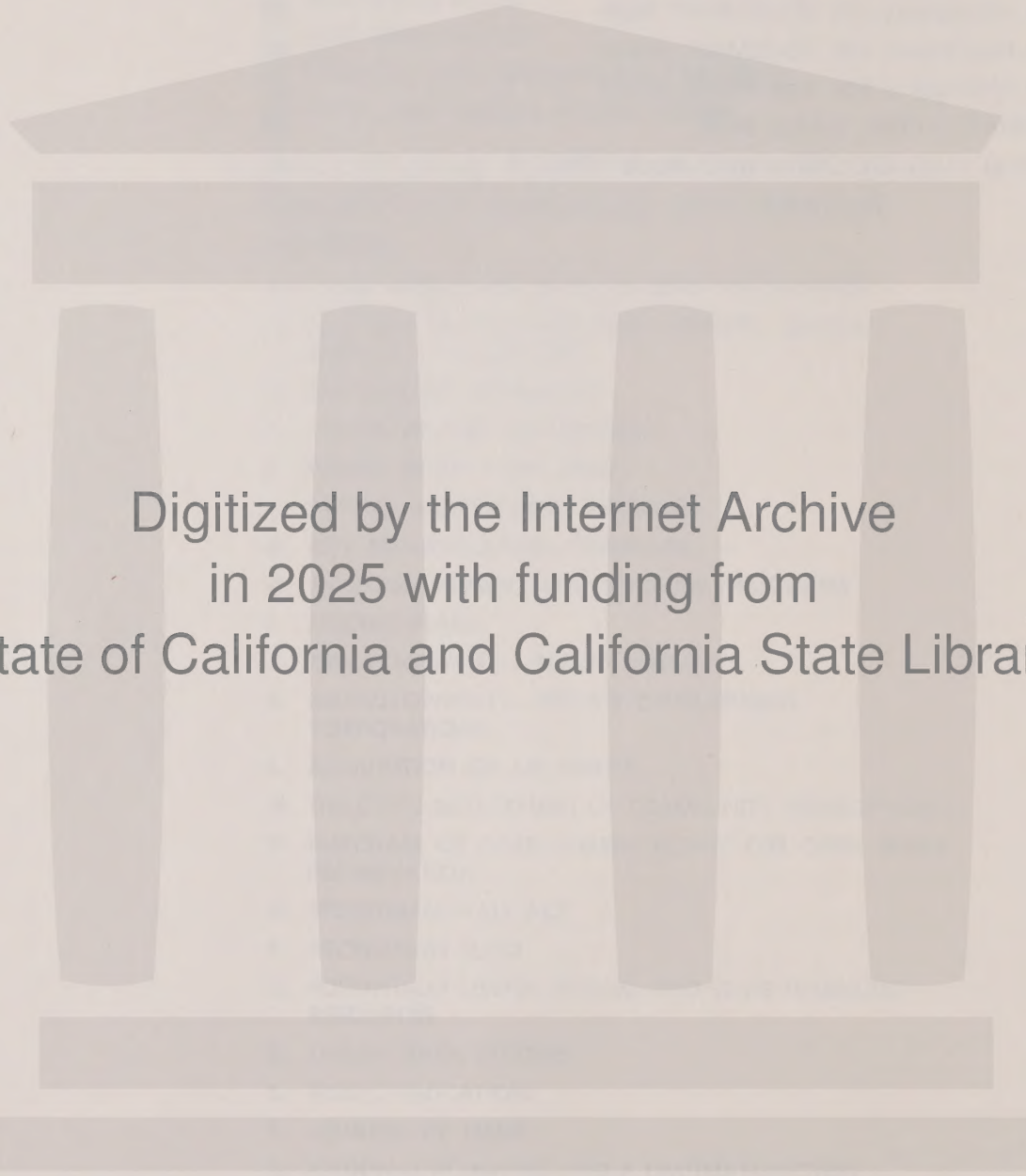
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INTRODUCTION

This report on the General Plan for the Pacifica Planning Area provides under a single cover a summary of the results of an eighteen-month effort by Duncan & Jones, Urban Planning Consultants to the City of Pacifica, in cooperation with the Citizens' Advisory Committee for the 701 program, the City staff, the City Planning Commission and the City Council. The report describes not only the provisions of the General Plan, but also the Coastal Area Development Plan and the objectives of a new proposed Hillside Development District, and constitutes a set of recommended policies for the physical and environmental development of the Pacifica Planning Area over the next two decades.

The officially adopted policies expressed herein are concerned with the character, extent, location and quality of land development; the location of public facilities; the distribution of commercial and industrial activities; the relationship of traffic and pedestrian circulation facilities to other uses and activity areas; and the character, function and location of open spaces and parks. The General Plan incorporating these provisions will serve as the overriding public policy framework for all physical development in the future. More detailed policies, ordinances and programs will be prepared within this framework to supplement and to implement the General Plan. These will include the preparation of an initial Housing Element, revisions to the zoning and subdivision ordinances, a capital improvement program that reflects the public facility components of the General Plan, urban beautification programs and planning studies of the Sharp Park area and of three other areas referred to in this report.

This report contains only a small portion of the data, the research findings and the contents of studies conducted by the Consultants since the early summer of 1968. The main body of background information studies and research can be found in the following working documents that have been prepared by Duncan & Jones during the course of the program:

Basic Data for Pacifica, November 1968

Issues and Objectives for Pacifica, December 1968

Hillside Development Policies, April 1969

The Preliminary General Plan, June 1969

Implementing the General Plan - The Next Steps, September 1969

Copies of these reports are available for reference in the City Hall. Large scale maps in color of the General Plan and the Coastal Area Development Plan, together with other supporting graphic displays used in design studies and public meetings are also available for reference in the City Hall. A smaller scale version of the General Plan and Coastal Area Development Plan map has been prepared in color, and is included in this report, so that the reader may have the fullest understanding of the Plan's provisions.

Numerous maps and graphic displays were prepared by the Consultants during the course of the program, and the originals of these are on file at the City Hall. They include maps illustrating the patterns of land use existing in the Pacifica area in 1968, the zoning district pattern within the City of Pacifica and in adjacent cities and unincorporated areas, the existing characteristics of the circulation system, the components of the existing community facilities in the area, all of which, together with the General Plan map, were presented on a newly-prepared base map of the Planning Area at a scale of 1 inch to 600 feet. Additional graphic material was prepared to assist the City Council, Planning Commission and Citizens' Advisory Committee in their consideration of alternative planning objectives and proposals, and in their understanding of related plans by other agencies for the area. A regional factors map of northern San Mateo County and San Francisco was prepared to illustrate the relationship of Pacifica to its regional context.

The consultants have worked closely with the members of the City Council, the Planning Commission, and the Citizens' Advisory Committee to produce a plan which accurately reflects the City's goals and objectives, and which defines the best means of achieving them. The proposals contained herein reflect many of the recommendations of the five subcommittees of the Citizens' Advisory Committee for the 701 General Plan program. The reports of each subcommittee were reproduced in full in the Preliminary General Plan report. The names of the members of these subcommittees, together with those of the City Council, Planning Commission and City staff are listed at the beginning of this report. They are to be congratulated for the time and energy they have devoted to discussion and study of the planning problems and needs of Pacifica and its adjacent area. The Consultants attended a total of 23 meetings with these groups during the course of the program.

Both the Planning Commission and the City Council reviewed the Preliminary General Plan prepared for their formal consideration. The Consultants met with each body for intensive study of the Plan maps, report text, the underlying principles and objectives of the Plan and the factual justification

for its provisions. The Planning Commission held a Public Hearing on the Plan on June 16, 1969 (continued on June 30, July 7, 17 and 22) and the City Council Public Hearing was held on August 12 and 13, 1969. The actions of each body produced changes in the original submission, and the Plan was recommended for adoption in the form presented in this report by the Planning Commission Resolutions Numbers 280 and 283, and adopted by the City Council on September 8, 1969 (Resolution No. 123-69). This report incorporates all the modifications and changes stipulated by the Planning Commission and City Council.

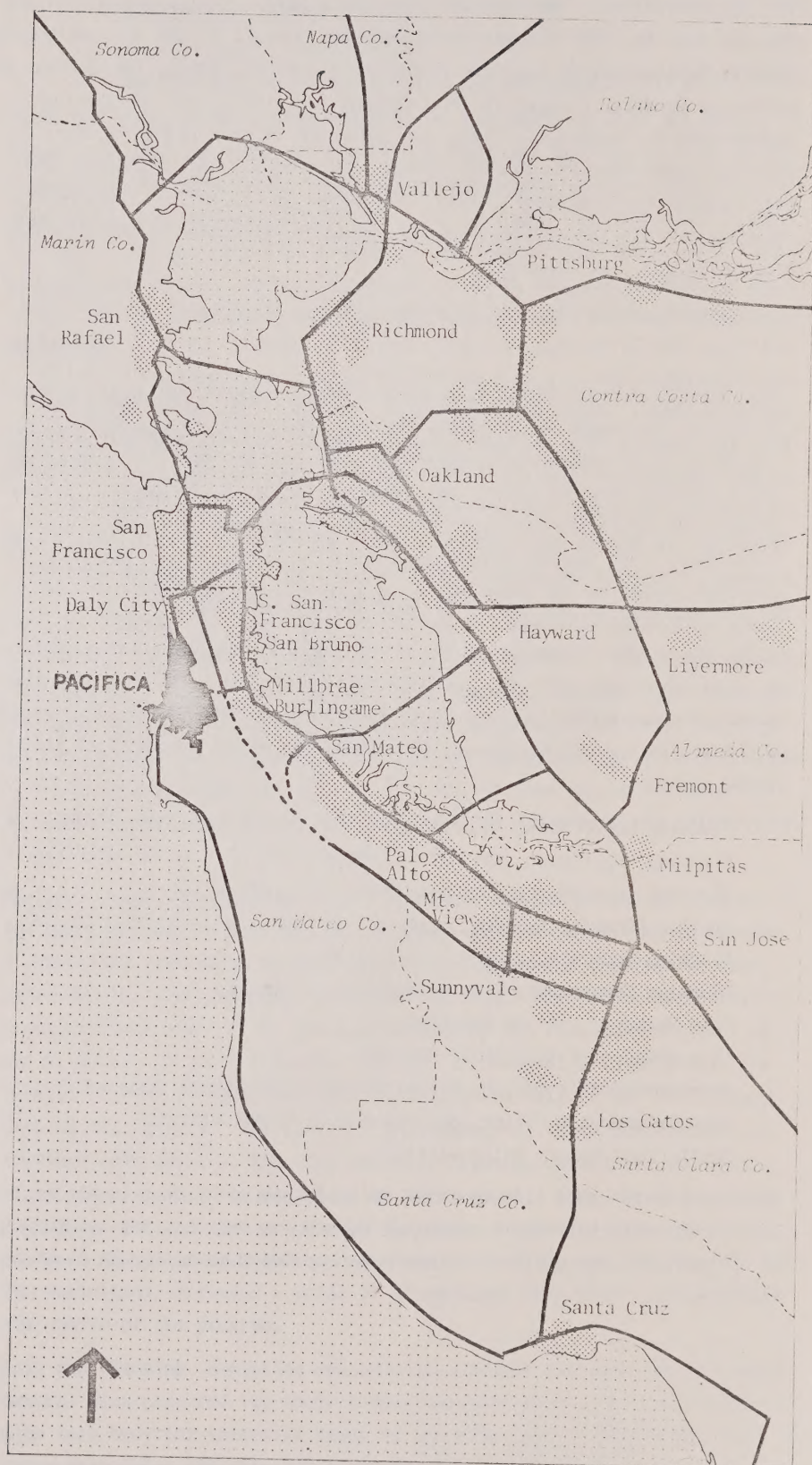
It is important for the City to recognize that the adopted General Plan will have little meaning or impact upon the community until its policies are translated into legally-implementable regulatory ordinances and official actions. There are a number of specific steps to be taken now that the General Plan has been adopted, and they are listed and described in the appropriate chapter of this report. These actions should be taken in order to implement the general provisions of the General Plan, to structure and manage the planning process in Pacifica, and to modify continuously the planning program in conformity with the changing desires and expectations of the City's present and future citizens.

During the course of preparing the General Plan, continuing communication has been maintained with the agencies mentioned below. Accordingly, the Consultants are satisfied that there is general understanding and awareness of the provisions of the General Plan among the staff personnel of the listed agencies.

Planning Department, Association of Bay Area Governments (ABAG)
Planning Department, San Mateo County
Planning Department, City and County of San Francisco
Traffic Planning Section, District IV, State Division of Highways
Planning Department, City of Daly City
Planning Department, City of South San Francisco
City Manager, City of San Bruno
City Manager, City of Half Moon Bay
Superintendent's Office, Laguna Salada Union School District
Superintendent's Office, Jefferson High School District
North Coast County Water District

The Consultants would like to thank the individuals in these agencies, as well as the officials and citizens of the City of Pacifica who participated in or provided information for this program, for their assistance and enthusiasm.

REGIONAL LOCATION



I. PRINCIPAL USES OF THE GENERAL PLAN

Adoption of the General Plan is not the end of the planning process, but only the beginning. Plans are not self-fulfilling prophecies of the future. Continued study, effort, support and the commitment of public and private funds will be required to implement the provisions and policies contained in the Plan. This report contains recommendations for implementing the Plan and guiding the development process, and these, if pursued, can constitute an effective program for bringing the policies and proposals of the Plan to fruition.

It should be recognized that no completely effective means of illustrating the full intent and direction of a plan such as the Pacifica General Plan has yet been devised to conform to the constraints of cost, time, need for flexibility and capability for revision, and the all-important requirement that it clearly communicate its content to the general public. It is not possible, for instance, to reflect the quality and character desired in a particular land use category in a specific location except in very general terms. It is also undesirable to attempt to illustrate every small existing exception from the land use category proposed for a sub-area of the city - if this was tried, there would be very little difference between the map of the General Plan and the existing land use map.

Therefore, the General Plan map indicates the predominant use of land recommended in each area, and does not preclude minor deviations from the overall pattern. It does not reflect every church, institutional, commercial or multi-family residential use that may exist, nor should it be interpreted as recommending or requiring their removal.

It is also important to recognize that the General Plan is not intended to be interpreted as a precise map to which the City must inevitably adhere in its decisions on future development issues, and its provisions do not have the force of law. The General Plan does not automatically change the classification or the permitted use of the land, and this function will continue to be served by the Zoning Ordinance and Zoning District map. Instead, the General Plan serves as a pattern and guide

for the future orderly physical growth and development of the City and as a forecast of reasonable and desirable use of public and private property. It serves as the basis upon which the Zoning Ordinance, and other regulatory devices, can gradually be revised and adjusted to reflect unified and coherent development policies. The General Plan is a frame of reference against which proposals brought forward by private developers may be tested; it provides a guide for orderly public regulation of land use; it provides a basis for long-range programs governing public capital expenditures. It should be reviewed each year, and revised as needed in order to reflect changing conditions which were not adequately recognized at the time of initial preparation.

However, the value and success of municipal planning must rely heavily on the General Plan. In most respects the Planning Commission, City Council and the people must accept it as an essentially good and proper basis for public and private actions. It follows that the Plan must be interpreted to mean what it says. It is general, but not too general; flexible, but not too flexible. While it focusses on the long-range future, 15-25 years hence, there are many features of the Plan which call for immediate action, or for the first decisive steps to be taken in the continuing process of policy-making committing the city to additional actions which will implement the General Plan.

A. OPERATIONAL FUNCTIONS OF THE GENERAL PLAN

The Pacifica General Plan has the following uses:

1. Policy Determination

It is the instrument by which the City Council has considered and agreed upon a) a definite set of policies that will be used to govern the future physical development of the community, and b) a general physical design for Pacifica showing how the policies are to be carried out.

2. Policy Implementation

The General Plan will enable the City Council to view every specific project (public or private) upon which it must act against a definite framework of desirable long-range development for the entire community. It is a framework within which to develop policy for zoning, subdivision regulations, neighborhood development programs and capital improvement programs.

3. Communication

It enables the City to convey its long-range physical development policy to the citizens, to the City Manager and staff, and to other agencies of government affected by it (San Mateo County, State Division of Highways, ABAG, School Districts, etc.). It is intended to

be useful to citizens and businessmen in making decisions regarding their own development plans.

The General Plan is concerned with the following:

B. THE CONTENT OF THE GENERAL PLAN

- The distribution and general location of various land uses and community facilities.
- The establishment of a comprehensive transportation system adequate for moving people and vehicles throughout the Planning Area.
- The creation of a harmonious relationship between land uses and the circulation system.
- The preservation and enhancement of the quality, beauty, amenity, and safety of the environment.
- The enunciation of policies and actions necessary to influence or guide regional events and the decisions of the County and State in its (Pacifica's) favor.
- The recognition and satisfaction of the recreational, housing and educational needs of the citizens of Pacifica.
- The effective and economic programming of public actions and expenditures to carry out the various elements of the plan.

It is a fact of life that some of the more direct measures needed to carry out the objectives of the General Plan may be beyond the present legal or financial power of the city to enforce, or may require a co-operative venture between the city and other levels of government, or between the city and private industry. Among these are the zoning of county territory, the reform of real property assessment practices, the permanent preservation of open space lands, the production of housing for low income families, the elimination of blight, the availability of jobs, the quality of education available in the community, and the elimination of poverty. But, it is believed that the proposed policies for utilizing the land and space within Pacifica are properly designed in a generalized fashion so as to meet all of the needs of the community and its people, giving consideration to the complex relationships among the city's spaces, buildings, institutions, industries, socio-economic classes, organizations, social and physical mobility, health, welfare and education. It is hoped, too, that the physical form of Pacifica, as set forth in the General Plan, does now and will always reflect the needs and values of all its citizens.

II. BASIC POLICIES

The General Plan is designed to carry out the following basic policies focussing on selected major social, economic and environmental needs and objectives of the community.

In order to maintain its identity and attractiveness, and particularly the character of its hills, and in order to maintain and strengthen the local tax base and correct the City's present financial dilemmas, Pacifica needs to establish a reasonable top limit of population growth. The City can expect to accomplish this goal by establishing a population holding capacity and greater heterogeneity in the city's demographic make-up (fewer families with large numbers of school children, so as to reduce the burden on providing public services and facilities). The population holding capacity is established at approximately 82,000 persons (55,000 current population plus 27,000 additional persons in the next 20-25 years).

A. POPULATION HOLDING CAPACITY

In order to capitalize on its unique location and physical setting, to maintain its attractiveness, and to halt the type of urban development throughout the hills that will alter or destroy the physical character of Pacifica, the City intends to pursue the fundamental interrelated policies of:

- Ensuring that all development in the future preserves as far as possible the natural beauty and form of the city's topography.
- Prohibiting the wholesale grading of the natural topography.
- Actively encouraging large scale planned unit developments, cluster designs, compact developments together with flexible land subdivision procedures to ensure that adequate and effective open space and recreational lands are available for public use.

B. THE CHARACTER OF HILLSIDE DEVELOPMENT

**C. THE CITY'S TAX BASE AND
FISCAL CONDITION**

Maintaining and strengthening the local tax base is essential in order to enable the City to provide improved services and facilities. One method for accomplishing this goal is a policy which limits the number of school-age children and therefore the tax burden imposed on property owners by actively encouraging greater heterogeneity of the city's population make-up. This policy might be carried out by offering incentives to developers of smaller housing units (suitable for families with fewer than the average number of school children per household), and of innovative, imaginative and economical housing layouts. A second policy is the provision of land for the establishment of tax revenue-producing recreation-oriented commercial activities along the coast, specialized industrial establishments in selected locations on either side of Coast Route 1 and at freeway interchanges, and special research laboratory and/or light industrial employment centers within the Hillside Development District.

**D. URBAN DEVELOPMENT & PUBLIC
ACCESS ALONG THE COASTLINE**

The beach along the coastline of Pacifica is another unique asset. No other city in Northern California possesses the same combination of rocky headlands, small bays, beach, and opportunities for fishing and surfing. The overriding policy of the City is to preserve these natural assets, to increase accessibility to the beach, and to increase the amount of publicly owned beach. The adjoining coastline terrace is to be reserved for its highest and best use, and not permitted to be prematurely or insensitively developed with low value establishments. Recreation and ocean-oriented commercial activities, and medium- or high-density housing are to be the predominant land uses along the coastline.

**E. EDUCATIONAL, RECREATIONAL
& COMMUNITY SERVICES**

It is important to the livability of Pacifica and to the continuous improvement of the educational and leisure time opportunities of its citizens that very substantial gains be made in the provision of facilities for the educational and leisure-time needs of the citizens of Pacifica, and for parks, recreational facilities, and civic facilities. This policy includes establishing a new city hall and civic center, a permanent teen-age center, local recreation facilities, neighborhood parks, and playgrounds associated with schools. A policy on community facilities also includes consolidation of the City's sewage treatment facilities into one modern plant capable of serving a population up to 90,000 in the planning area.

The fundamental circulation policies of the City are to:

- Extend coast Route 1 through and south of Pacifica, improved to State freeway standards.
- Expedite the construction of Interstate Route 380 from the vicinity of the San Francisco Airport, and its westerly extension as State Route 186 to its intersection with Route 1, so as to improve access and encourage development, especially industrial and recreation-oriented activities in Pacifica.
- Establish scenic corridor controls along both routes and achieve official designation of both routes by the State Division of Highways as State Scenic Highways.
- Promote the development of the Skyline Parkway as a major component of Pacifica's north-south trafficways system.
- Improve traffic circulation connections throughout the planning area.
- Establish boardwalks, trails and pathways (for people, horses and bicycles) throughout the area.
- Reestablish some form of public bus transportation system within Pacifica with connections to the BART system in Daly City and other destinations or transfer points.

An important policy for Pacifica to adopt is that the ultimate disposition of any of the 258 acres of federally owned land situated in Pacifica at any time in the future be accomplished only after an offer of first refusal has been made to the City, and in any case, only for reuse by public or private purchasers in accordance with the land use provisions of the General Plan and the provisions of the Hillside Development Policies.

It shall be the intent of the City to pursue the following general policies with respect to the supply and improvement of housing, and the improvement of neighborhood amenities, and to adopt a more specific set of policies and programs for housing and neighborhood improvement upon completion of a comprehensive housing element study for ultimate inclusion in the General Plan. Generalized housing policies for Pacifica are:

- Encourage a more diverse housing mix such that Pacifica is not characterized solely by single family homes which provide tax revenues inadequate for the public services they demand, and accomplish this policy by adoption and implementation of effective Hillside Development Policies.

F. FACILITIES FOR THE MOVEMENT OF PEOPLE & VEHICLES

G. DISPOSITION OF FEDERALLY- OWNED LANDS

H. COMPREHENSIVE HOUSING POLICY AND PROGRAM

- Foster the rehabilitation of housing and the improvement of residential amenities in those residential districts, such as Pacifica Highlands, where incipient deterioration is evident.
- Provide, through zoning, for the re-use of selected underdeveloped locations in residential areas with medium- and high-density developments, and also require that predominantly medium- or high-density residential development occur at prime locations along the coast line.

I. OUTDOOR RECREATIONAL NEEDS OF THE REGION

Pacifica is situated in such a key location and possesses such unique outdoor recreational assets (beaches, watersheds, regional park lands, hill-sides, and other open spaces) that it is to be expected, particularly as the Bay Area population increases, that substantial numbers of people will be attracted to the city for leisure or recreational purposes. Accordingly, the City must recognize the role it will play in providing for these recreation users, and should provide the space and facilities required to meet their needs.

J. COMMUNITY APPEARANCE

In order to capitalize upon and preserve the natural beauties of the land and ocean that are entirely unique to Pacifica, and in order to make the environment and appearance of Pacifica attractive to high quality new industrial and recreation-oriented activities alike, as well as competitive with other Bay Area locales, the City intends to pursue the positive policy of enhancing the city's appearance and quality of public and private development by all available means.

K. INNOVATIVE LAND USE REGULATIONS

Pacifica's unique topography and setting, and the specialized treatment required to use and also preserve hillside lands, indicates the need for fundamental review and revision of the City's land use regulations (zoning and subdivision ordinances) and procedures. Conventional methods and approaches are not a substitute for innovative and creative techniques tailored to Pacifica's unique needs and objectives. Among the innovations subscribed to by the City are cluster zoning and subdivision principles, design review procedures, planned unit developments, and positive incentive zoning practices.

L. BASIC POLICIES AND THE GENERAL PLAN

Recognizing that the provisions of the General Plan and the Coastal Area Development Plan represent only the beginning in the process of carrying

out the Basic Policies enunciated in this section, the City is committed to a decisive and continuous program of plan implementation and action. It is not intended that adoption of the General Plan constitute completion of the City's commitment to comprehensive long-range planning and detailed short-range action programs. Rather, it is intended that adoption of the General Plan signal the beginning of a process that will include improvement of the physical form and appearance of the city, revision of regulatory provisions and procedures, the rational programming of capital improvements, the rehabilitation and redevelopment of selected older areas of the city, preservation of the city's major natural and environmental assets, and strengthening of the city's economy.

It is recognized that the City should strengthen the comprehensive planning, community development and redevelopment function in order to carry out the General Plan and accomplish a meaningful and effective implementation program. Considerably greater resources than have been allocated in the past will be required in future years to do the job. The planning staff will need to contribute increased time and guidance to the review of private and public property development proposals, and the Director of Community Development should actively sponsor, stimulate or otherwise act to ensure Pacifica's optimum development and its attraction for desired activities and improvements.

M. THE PLANNING & COMMUNITY DEVELOPMENT FUNCTION

Public education in the form of public information about the city's planning process is very important. Still more important is the continuous involvement of a broad section of the citizenry in identifying local needs, implementing the General Plan and other plans and policies, and achieving support for progress and change. Annual "town meetings" on planning and development issues and potentials will be considered. Interested citizens and City officials will participate in technical workshops and conferences. The City will also appoint task forces of citizens to advise various commissions and the City Council on specific actions and strategies to be followed throughout the process of post-General Plan activities in the city.

N. CITIZEN COMMITTEE PARTICIPATION IN PLANNING AND DECISION-MAKING

III. MAJOR PROVISIONS OF THE GENERAL PLAN

This section is concerned with integrating both the proposed Basic Policies, set forth in Section II, and the description of the physical design proposals of the General Plan into a single easily understood summary. The General Plan map and this text taken together constitute the entirely new and comprehensive General Plan of Pacifica as officially adopted by the actions of the City Council, and recommended to it by the City Planning Commission. The Plan covers the territory bounded by the city limits of Pacifica (12.6 square miles of land), and also that part of the City of San Bruno west of Skyline Boulevard, including the College of San Mateo and San Francisco County Jail, as well as parts of the unincorporated areas to the east and south of Pacifica including lands of the San Francisco Watershed and State Fish and Game Refuge. The General Plan encompasses eight and one half miles of ocean shoreline, which is the subject of the more detailed Coastal Area Development Plan described in Section IV of this report.

The General Plan is a combination of the General Plan map and the written text that is organized in accordance with the various categories of land use and circulation facilities listed on the Plan map. Before describing the Plan in terms of these various subject headings, the major concepts and features of the Plan can be highlighted as follows:

1. The Population of Pacifica

The ultimate desirable population of the Pacifica Planning Area (12,520 acres) ought to be about 90,000 persons. Within the area now defined by the city limits of Pacifica (8,065 acres), the population would be about 82,000, as contrasted with a 1969 population of approximately 35,000. These "population holding capacity" figures relate directly to recommendations for ordinance revision, which if adopted, would establish population density and building intensity policies throughout the city, especially in the hillside areas. (See report on Hillside Development Policies dated April, 1969 by Duncan & Jones.) Appendix 2 is a summary

A. SUMMARY OF OVERALL PROVISIONS

of future population holding capacity proposals.

2. The Uses of Land in Pacifica

Approximately 30 percent (3,680 acres) of the total land area in the Pacifica Planning Area is now developed. Of the land remaining, 26 percent (3,210 acres) is committed to watershed lands or proposed for regional park use. Thus, 44 percent (5,435 acres) of the total land within the planning area is undeveloped and uncommitted, although 21 percent (2,563 acres) has a slope over 35 percent and, therefore, is subject to limitations in its development. Accordingly, the General Plan is concerned, among other things, with the future use of 2,870 acres of undeveloped but developable hillside lands for a variety of land use purposes, and with the use, re-use or more intense use of other lands in the city which were passed over initially or are subject to more intensive re-use as their value and accessibility increase.

3. Open Space

Among Pacifica's most valuable resources are its open spaces. Some are permanently protected as watershed, others are proposed for regional parks, and additional acreage comprises lands in such steep slopes that they are of limited value and desirability for any development. This combination of open land resources might be looked upon by some as unfortunate - as a lost opportunity for real estate investment, and as an impediment to the growth and development of the city. On the other hand, open space resources may in time be the most valued possessions a community can have. This is especially true as urban sprawl (particularly Daly City, South San Francisco, and other adjacent communities) gradually consumes land leaving little or no open space for the future generations who will need and cherish it. Pacifica is fortunate that it has all of the permanent and potential open space that it does. Open space is a local and regional asset; it can never be replaced. It is recognized in this Plan as a major element of Pacifica's land uses and should be protected by all means available. It is a feature of the General Plan that future generations may be assured of permanent open spaces without limiting urban development. This happy combination can be assured if new land planning practices are instituted, but not if present practices are continued.

4. The City's Hillside

Another of Pacifica's valuable natural assets is its hills. They are incomparably beautiful, possess interesting natural features, are unique in the Bay Area for the views offered of the Pacific Ocean, and contain many valleys offering protection from the elements and unparalleled opportunities for development or recreation. Pacifica's future ability to attract new population, high quality commerce and industry, a more valuable tax base, and tourists will depend in part on the

City's willingness and ability to offer an attractive physical environment, an environment of natural beauty. To date, large areas of the city have lost their natural beauty because hillsides have been treated as essentially flat land and because innovative development techniques related to hillside characteristics have not been encouraged or required.

It is now time for Pacifica to embark on a bold and entirely new approach to hillside preservation and development. There need be no halt to or reduction in residential development or the number of residential units built, nor should commerce and industry be discouraged by adoption of new policies and development standards. Adoption of new hillside development regulations consistent with the objectives of the General Plan is absolutely essential if the City really wants to avoid monotonous sprawl all over the hills, wants to preserve the natural slopes and terrain, wants to provide for open spaces within the hillsides, wants to minimize earth grading and wants to encourage a diverse housing mix.

The following basic objectives are of particular concern in considering future hillside development in the Planning Area, and arise out of a detailed analysis and discussion of the major issues facing Pacifica in the future as the City grows:

- To maintain and strengthen the local tax base to enable the City to provide improved services and facilities without increasing local tax rates.

Principles:

Actively encourage greater heterogeneity in the city's demographic make-up (and enable it to conform more closely to the county's population characteristics) by providing incentives for residential developments with units of smaller size, suitable for families with fewer than the average number of school children per household, so reducing the subsequent burden on city services.

Actively encourage the location in Pacifica of special research laboratory and/or light industrial employment centers.

- To ensure that all future development reflects a high quality of site development and imaginative design solutions.

Principles:

Prohibit the wholesale grading of the natural topography.

Actively encourage large-scale planned unit developments and flexible land subdivision procedures to ensure that adequate and effective open space and recreational lands are available for public use.

5. Residential Development and Housing

Pacifica is largely a city of single family homes with some few apartments having been constructed in recent years. In most instances, these

homes are in large development tracts in northern Pacifica or in Park Pacifica. The design, construction and amenities of residential areas have improved considerably and the most recent Park Pacifica residential areas provide for good residential living and increasingly desirable amenities.

It is clear that the next wave of residential building could result in as much or more mass grading of hillsides as has taken place so far in Pacifica. The application of single family flat land subdivision designs and practices to hillsides is one of the reasons new hillside development regulations need to be defined and adopted, for it is inevitable that mass grading will continue unless new practices are followed. It is also urgent that consideration be given to encouraging the construction of dwelling units that will house families with fewer than the current average number of school-age children (by providing fewer bedrooms in smaller units) in order that the fiscal demands upon the city and school districts can be reduced. Without an entirely new kind of tax base or local tax structure, Pacifica cannot afford unlimited residential growth of the type predominant now. One answer to this problem is for the land use regulations of the City to be revised so as to foster a new kind of residential development which accomplishes two objectives: preservation of the natural hillsides and construction of housing types that will house fewer families with school-age children.

The General Plan includes provisions for residential development of differing physical type and density in a variety of locations. The General Plan map defines residential areas as low-density (single family detached or semi-detached houses), medium-density and high-density residential (apartments), and the Hillside Development District (HDD) which would accommodate clusters of housing of varying densities and building types.

6. Industry and Commerce

The terrain, location and accessibility of Pacifica have been limiting factors in the City's commercial and industrial growth. While the opening of freeway Route 186 will improve the City's accessibility, the absence of substantial areas of flat land means Pacifica cannot expect to attract unlimited amounts of industry. On the other hand, there are numerous hillside areas where research-oriented and office complexes can be situated once accessibility is improved. These locations may become prestigious and of considerable value to the City. Selected employment, or industrial areas are also provided along Palmetto Avenue north of the Sharp Park area, and in the 35-acre freeway interchange area where Routes 1 and 186 meet.

Commercial development will occur to meet population growth and to take advantage of commercial recreation potential along the coast. Serra-

monte Regional Shopping Center already draws residents away from Pacifica for major shopping needs, and the about-to-be constructed Tanforan Park Regional Shopping Center at El Camino Real and the future Interstate 380 freeway in San Bruno will also attract purchasing power away from Pacifica. There is no potential location in Pacifica for any comparable regional retail facility.

The principal features of the Plan are, to modernize and beautify existing shopping areas, to accommodate under very strict site planning and architectural design regulations those new local retail centers as will be required to serve the hillside areas, to provide for coastal area commercial recreation, and to develop Sharp Park and Eureka Square as a central business district.

7. Public and Civic Facilities, Parks, & Schools

Pacifica has an excellent inventory of new school facilities but serious deficiencies in other public and community facilities. The City Hall is overcrowded, inefficiently laid out and without any civic or architectural merit. Local parks are in demand and existing facilities are far below adequate good standards of size or design. Sewage treatment facilities are inadequate, and consolidation into one enlarged plant is indicated. There are no large public meeting rooms except at schools, no auditorium, little theater, senior citizens center, or permanent teenage center. On the other hand, the County has recently constructed a new library building and the City a police facility in the Sharp Park district, and the City is keeping abreast of the need for fire stations.

As a relatively new city, Pacifica faces great challenges in meeting the needs of its citizens for public and civic facilities. A new City Hall, new parks and recreation facilities, an improved sewage disposal facility, and additional schools are required. A possible future population of 82,000 people in the City will ultimately require 205 acres of neighborhood parks (87 acres exist today), perhaps 25 elementary schools (13 exist now in Pacifica), and one or two new high schools. Since Pacifica will play an increasingly important role in supplying space and opportunities to the entire Bay Area region for outdoor recreation, the General Plan reflects the features of the San Mateo County Parks and Open Space Plan and program (June 1968), which provides for beaches, trails, county parks, historic sites and open space conservation areas within the Pacifica Planning Area.

8. Traffic and Pedestrian Circulation

The problems of traffic circulation in Pacifica are well known to everyone. The objectives for Pacifica are the early construction of State freeway Route 186 to connect with Interstate Route 380, improvement of State Route 1 to full freeway standards from its interchange with Route 186 south beyond the southern city limits, establishment of alternative north-south and east-west routes, and improvement of existing street deficiencies. Among the major features of the Plan are the establishment of the Skyline Parkway, extension of some selected exist-

ing streets, treatment of Routes 186 and 1 as scenic routes with precise design standards within the freeway corridors, and the development of a scenic park drive into the permanent open space lands south of the City.

9. Civic Center

Pacifica has neither a town center, civic center nor central business district. An examination of cities throughout the world will reveal that the town center is an important symbol of civic life, a unifier of the larger territory surrounding it, the geographic and population center of the city, and the seat of government. The planning consultants recommended that the Sharp Park area be considered as the prime candidate for the location of a future civic center or town center and the central business district. It was recommended that the feasibility of using the space over the freeway for a governmental center be studied as a means of linking Eureka Square with the area west of the freeway and as a catalyst to bring new money, and to stimulate new private development within a deteriorating area. It was determined, however, that the location of a civic center should not be designated in the General Plan at this time but that nine alternative locations under consideration by the City officials should be indicated. These alternative locations are shown on the map on Page 60.

10. The Appearance of the Community

Pacifica is not inherently an ugly community although it has many ugly and unworthy features - overhead lines and utility poles, poorly landscaped commercial areas, a proliferation of overly-large and often poorly-executed or poorly-maintained signs, a good deal of clutter and disrepair generally, and a paucity of good architecture, to mention only a few items. However, unlike so many other communities, Pacifica has many natural features which add much to the visual splendor of the community. Because of this, it is all the more important that the opportunities that these features afford should not be wasted.

Pacifica's physical setting and form stand out as the city's finest assets. The hills, valleys, varied coastline and beaches are totally unique in the region. In many cases, these assets are ignored or are being destroyed. A major re-orientation in the City's planning and development procedures will be called for in order to achieve the emphases of the General Plan, which include the following: the preservation of Pacifica's assets through minimum grading of, and change to, the hill forms; maximum feasible preservation of the beaches and adjoining coastal areas in their present form and character; a new emphasis upon architectural and site planning and landscape design of all new development; elimination of undesirable signs; undergrounding of all power and telephone lines both existing and proposed; the land-

scaping and screening of visually objectionable uses; and the planting or replanting of open areas so as to enhance the appearance of the city and reduce the amount of barren area.

The community goal of a pleasant living environment that would offer all residents the freedom of choice with respect to location, housing type, and housing cost must be reflected by residential land use provisions which are measured in terms of average densities. The old rigid pattern stemming from uniform standardized zoning and subdivision ordinance requirements, which tended to produce a monotonous physical environment composed of homogeneous dwelling units on a lot-by-lot basis, should be made more flexible, and greater variety in residential densities should be incorporated into the neighborhoods. Pacifica's residential pattern can be accurately described as predominantly single family in character on separate lots of approximately uniform size. In the General Plan it is proposed to maintain the overall density of various neighborhoods or sub-areas of the city that are shown on the Plan as predominantly low-density in character, while permitting and encouraging a range of housing types and development patterns to be constructed in these areas. A system of incentives and bonuses can be introduced whereby a developer can be permitted to exceed the average density on a carefully calculated basis if his plans provide greater amenity (usable open space, greenways, innovative land planning design), greater variety of housing types, styles, building arrangements, or other social or developmental benefits. As a principle of sound urban planning, the higher residential densities will be situated on the outer edge of neighborhoods closer to major and secondary thoroughfares thereby reducing traffic load on interior residential service streets.

In the older portions of the city where basic development patterns have already been set the community goal of a pleasant living environment for all residents will require in some instances some form of redevelopment or rehabilitation to improve the quality of housing. Particular attention should be given to the deteriorating living units in the Sharp Park Area and in the Pacifica Highlands area.

The creation of distinct neighborhood units is not explicitly stated as being an objective for Pacifica, but the development of a distinctive identity and a unique character for Pacifica implies that the residential sections of the city will not consist of amorphous undifferentiated subdivisions. It is presumed that residents will feel a need to identify themselves with smaller geographic sections perhaps along the lines of the communities that have historical significance in Pacifica. These communities are separated by topographic features or by elements of the major circulation network, and already have some

B. RESIDENTIAL AND HOUSING

identity of their own because of the type of housing or the way in which development has occurred historically. In each of these areas the attempt has been to establish neighborhood parks and elementary schools and playgrounds as activity centers. Neighborhood shopping centers also serve as unifying agents within these communities.

The General Plan's recommendations on residential development patterns are expressed in terms of three categories of use based upon a range of densities.

1. Low Density

The lowest density class is designated in yellow on the General Plan map and extends throughout most sections of the city. Most of these areas are already developed as single family residential and do not represent areas where substantial new development and population growth will occur before 1990. The density of development in the low density residential areas may be in the range from 1-10 dwelling units per net acre, expressed in terms of the range in lot sizes. This category will include lots of 5,000 and 6,000 sq. ft. to 10,000 and 11,000 sq. ft. While these units will be typically single family in character, some multi-unit structures would not be undesirable provided that the overall density level of the area was not significantly affected. Density provisions of the Plan do not imply that lot sizes should be rigidly uniform or that no lot or site area per dwelling unit should be less than 5,000 or 6,000 sq. ft., or that all yard areas and building types should be identical. On the contrary, mixtures and variations should be encouraged, provided overall densities are not significantly affected.

2. Medium Density

The medium density residential areas indicated on the General Plan are either already developed with relatively new small multi-unit structures or are considered to be well located and of suitable character for new development of this type. Other areas shown are likely to be subject to a gradual process of redevelopment, most probably of a privately-organized type which will tend to produce a restructuring of existing density and ultimately increase the intensity of use. The density of dwelling units in this category could range from 10-30 dwelling units per net residential acre. In this category it may be possible for individual projects to exceed these permitted maximum densities if the quality of design and desirability of the development warranted the granting of an incentive bonus. Typically the structure types which would conform to this particular category would be single family townhouses, duplexes, and garden apartments.

3. High Density Residential

A number of areas are designated on the General Plan as high density

residential areas. Where these occur, they are likely to attract residents generally seeking an alternative to single family living and who favor apartment living located next to major thoroughfares, the civic center at Sharp Park or directly adjacent to the beach. The density of dwelling units in this category would be 30 or more dwelling units per net acre.

The principal area of new development will occur in the Hillside Development District, which is described elsewhere in this report, which has a total area of 3,400 acres. Within these areas, cluster developments can and should be encouraged, but specific density recommendations and recommendations on the type of housing units that should be developed have not been adopted as part of the General Plan. Rather the planned unit development concept should be applied throughout the HDD, and residential lot sizes as they have been customarily established in Pacifica may be reduced, provided the land saved is irreversibly retained as open space. Encouragement can be given to the development of a mixture of differing types of residential units, as contrasted with the homogeneity of the traditional single-family tract subdivision. Increases in density or in numbers of units can be permitted by a bonus system, where open spaces and the character or quality of the development justify these bonuses. Pending more detailed studies and formal adoption of new hillside development regulations, it has been assumed that a maximum of 24,000 persons may be accommodated within the HDD, if it is developed exclusively for residential purposes including schools, parks and other residential support facilities. Control over the intensity and density of development will be partly affected by grading controls limiting the amount of land permitted to be developed and partly by economic incentives encouraging economy in land utilization. A major fiscal objective which it is hoped new hillside development regulations will serve is to bring expenditures for public services into a more favorable relationship with supportable tax levels, thereby making Pacifica a more attractive community for homeowner and businessman alike.

Since the majority of new development of a residential character in Pacifica will occur within the Hillside area, it is recommended that reference be made to the section V of this report. The special report on Hillside Development Policies issued by Duncan & Jones in April, 1969 constituted the consultant's preliminary recommendations to the City. The objectives stated therein have been adopted by the City Council as a part of the General Plan. The suggested formulae for the regulations have not been adopted.

The provisions of the General Plan for commercial areas and activities

C. COMMERCIAL AND INDUSTRIAL

and industrial activities reflect the express objectives underlying the plan, which are as follows: to give order to the development of the urban area; to preserve and strengthen the existing commercial and industrial activities; to encourage a favorable environment for business and industry by rationally distributing these activities among locations in the city where their performance can be maximized for private and public advantage and where their operations will not have any undesirable effects upon adjacent uses; and finally to provide for locations and opportunities that would strengthen the city's tax base. The plan reflects the need for commercial areas and industrial activities to be located at points of greatest accessibility and convenience in relation to the trade area they serve and to which goods are to be distributed.

The General Plan designates four main classes of commercial and industrial activities: Retail, Offices, Commercial Recreation and Employment. These categories are intended to describe the predominant character of the operation or function carried on and to reflect the physical forms assumed rather than constitute a list of specific activities in each. As one outgrowth of the adoption of the Plan, the city should proceed to consider rezoning some of the presently unused commercially-zoned land that is not indicated for commercial use in the Plan to a non-commercial district. Conversely, the city should consider rezoning some of the presently unused land that is designated on the General Plan for commercial and employment purposes into an appropriate zoning district in accordance with the provision of the General Plan.

It should be explicitly pointed out that the urban development within the hillside district will include some neighborhood retail activities to support the resident population of the HDD. Offices, perhaps commercial recreation, and employment (office or industrial) activities may also be developed within the HDD. Accordingly, the General Plan map, while it indicates commercial and industrial activities in some areas quite explicitly, is not to be interpreted as excluding these activities from the HDD.

1. Retail Stores and Personal Services

The uses in this category consist of commercial establishments which sell a broad range of convenience and consumer goods or provide a variety of personal services. The structures involved are two main types: Those that are located along the streets with relatively heavy pedestrian traffic on the sidewalks, where the stores are usually close to the right-of-way line; and those to which the customer travels by automobiles, where the stores may be set back from the road to provide parking, and where the center may be a unified development. This distinction is physically expressed by the location selected and layout in design followed. In the General Plan, the Sharp Park area if re-

developed will permit an essentially pedestrian-oriented retail environment. Virtually all other retail activities will be, or are already, established in areas that are normally designed to accommodate the customer who travels by automobile.

It is apparent, because of the limitations of its land area and its location, that within any long-range period the Pacifica planning area is unlikely to grow to a population size that would enable it to become a new and separate trade area for a regional shopping center such as Serramonte or the new center proposed at Tanforan. Accordingly, the retail areas indicated on the General Plan are intended essentially to support the need of the surrounding population for convenience or consumer goods required on a daily or regular basis. More substantial retail requirements of the population in Pacifica for most comparison goods and major purchases will be satisfied by centers such as Serramonte, Tanforan, downtown San Francisco or other major retailing centers located outside the planning area. Since changing economic forces appear to support the land use planning objective of fewer retail centers, larger in size, and more widely separated than has been the case historically, the General Plan reflects no new large units of retail distribution, thereby strengthening the opportunities for realizing the need to achieve greater sales productivity and a more favorable ratio of sales per square foot of floor area. Neighborhood centers will increase in size to the point that they may become comparable to the old definition of community centers, while in some cases community centers may appear to be serving some of the functions of a small regional center.

The Plan includes the provision that new linear or strip commercial development should not be permitted to occur in the vicinity of the proposed retail centers. Adjacent parasite commercial uses should be prevented from emerging, so that the serious land use and traffic problems they produce can be avoided. Adjacent residential uses should be protected from the possible adverse effects of the development of commercial centers by a rigorous design procedure and emphasis on high standards of construction and design.

2. Offices

A variety of activities are covered by the office category including professional and medical offices of all types, real estate and insurance offices, banks, savings and loan establishments and other types of financial activities such as credit unions, stock brokers, etc. The category could also include administrative offices of any non-governmental organization or business. Only one location is specifically identified on the General Plan map for office use, and that is within the proposed civic center area at Sharp Park. This is not to say that offices are limited to this designated area. They may be situ-

ated in other areas also, for example in the Hillside Development District in accordance with the Hillside Development Policies. It is also acceptable for small offices to be located within retail shopping centers. Where office uses are specified on the Plan map it is intended that these areas be reserved exclusively for offices and related activities.

3. Commercial Recreation

The major new potential for commercial activities in Pacifica may be described under the category of commercial recreation oriented to the Pacific Ocean and to the beaches. The Rockaway Beach area is the major location for commercial recreation development and may include a boat harbor and boat launching facility as well as a convention-hotel center, shops and establishments related to recreational use of the beaches and ocean. If further studies show that a small boat harbor and launching area are infeasible at Rockaway Beach, other possible sites along the Pacifica shoreline should be studied. Other commercial recreational activities may be included as secondary uses within predominant land uses located elsewhere along the coastline, for example within the Hillside Development District area situated between the interchange of Route 1 and 380 and the ocean just north of Rockaway Beach and south of the Sharp Park golf course. A commercial establishment can also be accommodated at the end of the proposed pier extending seaward from the coastline at Sharp Park.

4. Employment

Employment areas are designated on the General Plan to indicate the need for additional opportunities for possible future light industrial, research or auto-oriented activities that are so essential to strengthening the tax base within the city. The General Plan map designates four employment areas, two within the Linda Mar area, one within the area available at the interchange of Routes 1 and 186 near Rockaway Beach, and one within the Pacific Manor area both west and east of the freeway Route 1. Again, in addition, it is explicitly provided that the Hillside Development District be recognized as an acceptable area for additional employment areas, including research-oriented and office complexes that can be carefully sited on the exceptional but difficult topography within the Hillside Development District, in accordance with the standards of site planning and architectural design.

D. INSTITUTIONAL

The institutional category includes community and public facilities, (except parks, playgrounds, and playfields) comprising the civic center, a teenage center on Linda Mar Boulevard, schools, junior college, hospital, coast guard facility, San Francisco jail, sewage treatment plant,

library, and fire stations.

1. Civic Center

The criteria recommended for locating a civic center complex housing city offices, council chambers, meeting rooms and cultural facilities, perhaps a civic auditorium, senior citizen and/or teenage center as well as offices of promotional and social organizations, are as follows:

- Space needs should be adequate for a projected 20-30 year period with ample site available for expansion to a 50-year ultimate requirement.
- A civic center should be located at a point where the greatest exposure to the most people can be achieved.
- City administrative facilities should, if possible, be located near offices of other public and private agencies with which the operational departments deal frequently.
- The civic center location should provide good regional and local access with direct connections to major thoroughfares or freeway frontage roads.
- The location should be in close proximity to existing and proposed commercial activities such as restaurants, motels and shops.
- The civic center as a potential stimulus for increasing land values should be located where this potential will have the maximum positive spill-over effect for all the people of Pacifica.
- The civic center as a potential catalyst for new private development should be located where it will do the most to stimulate the redevelopment of presently underdeveloped areas of the city.
- The civic center should be located in an area where it can be financed in part through the use of non-local funds such as federal redevelopment funds.
- The civic center location should possess opportunities for establishing a coordinated design project which may be functionally and architecturally integrated with other community facilities to create the nucleus of a center of civic activity and business.

The choice of a specific location for a civic center was deferred by the City Council until additional studies of nine possible sites (shown on the map on Page 60) could be completed. In addition, formal adoption of a specific location was considered premature until some pending land acquisition could be completed. Whichever site is finally selected, the recommendation of the planning consultant is for a bold and beautiful design, and for a commitment to excellence that is so badly needed in Pacifica's physical design.

Whether or not a civic center site is selected in the Sharp Park area,

which is one of the nine possibilities still under study, it is important for the City to explore the concept of any new development in this area, including a civic center within the context of a federal financial grant-in-aid program of the U.S. Department of Housing and Urban Development. No economic feasibility study has been prepared to support or reject the concept of a redevelopment project, but if the City recognizes and accepts a commitment to revitalize this important area of Pacifica, it will be well advised to consider applying for HUD's Neighborhood Development Program. This program offers potential advantages of land assembly and financing devices, as well as other assistance programs that can create a location of quality superior to any other alternative in the City. Such a program, if put into execution, would include the acquisition by purchases, lease or other means of air rights from the State Division of Highways in order to construct a platform over the freeway for the purpose of combining the Eureka Square/Sharp Park areas into one unified development, thereby recapturing valuable space and maximizing its effectiveness.

2. Educational Institutions

The General Plan specifies the sites of thirteen existing and five proposed elementary schools within Pacifica to serve grades K-6 or K-8, and two existing high schools with an average planned capacity of approximately 1,600 students. There are in addition two existing elementary schools in the planning area located outside of Pacifica city limits. Most are near or exceeding capacity. Five or six more elementary schools will need to be accommodated within the HDD if the hillsides are fully developed with residential units. The two existing high schools presently have enrollments which are about 300 below capacity. It is possible to add either one high school of 3,000 students in the HDD or two at the present average planned capacity of 1,500 - 1,600 students. These options will require study in the future to determine the optimum policy for the size and location of schools and will be based upon the future population mix within the HDD planning area. Also located within the planning area is Skyline (Junior) College in San Bruno, with a planned enrollment capacity of 2,000.

3. Public Institutions

Other public institutions specifically indicated on the General Plan are as follows: a community hospital site in the Linda Mar area; libraries at Sharp Park and in the Linda Mar shopping center; a permanent teenage center on the north side of Linda Mar Boulevard opposite the shopping center, on land now owned by the State Division of Highways; and the existing U.S. Coast Guard and San Francisco Jail facilities. Other public institutions may be required within the Hillside Development District once the need is evident.

4. Fire Stations

Fire stations are proposed in the Linda Mar area, Park Pacifica, Edgemar area, Fairmont area and as necessary within the Hillside Development Districts.

5. Sewage Treatment Plant

A four- to five-acre sewage treatment plant, which represents an enlargement of the existing plant in the Sharp Park area, is indicated on the General Plan map. While this plant is located so as to pre-empt other uses for that area, it is financially incumbent upon the city to consider the major investment in the plant and to enlarge the facility in order to accommodate the future population needs of the entire city. A skillful screening of the facility will be necessary so that it does not become a nuisance within the high-density residential area of Sharp Park.

Six categories of public recreational facilities are dealt with in this section. They include: playgrounds; playfields; neighborhood parks; citywide parks; county and regional intensive use areas (including beaches); and county and regional natural parks. Park and recreation requirements, in accordance with these categories are set forth in Appendix 1. The requirements and deficiencies indicated are based upon an estimated 1969 population of 35,000, and an ultimate holding capacity population of 82,000.

E. PARKS, PLAYGROUNDS & BEACHES

1. Playgrounds

All of the 94 acres indicated as existing in playground facilities is located on existing elementary school sites. It can be expected that the additional area required (only 8 acres at ultimate development) will be provided on new elementary school sites to be developed. It is apparent that there is currently above-standard provision of space in this category, and it is probable that Pacifica will continue to enjoy playground facilities of a combined area in excess of normally-accepted standards based on total population. The standard of 1.25 acres of playgrounds per 1,000 population is recommended as the standard, with playgrounds located to serve the population within a radius of 1/4 - 1/2 mile.

2. Playfields

All of the existing area, a total of 38 acres, defined in the playfield category is located on existing high school sites. The additional high school which will ultimately be required for the increasing population will only provide a portion of the additional 65 acres of playfield area needed to adhere to the standard of 1.25 acres per 1,000 population at

holding capacity. The small deficiency of 6 acres now existing in this category may not be too significant, in view of the substantial "surplus" existing in the playground category.

3. Neighborhood Parks

This type of recreation facility is currently the most deficient in area in Pacifica, in terms of the relationship between the existing area and the space required to conform to the indicated standard of 2.5 acres per 1,000 population. The existing area of 17 acres represents only about one-fifth of the space required by the present population of Pacifica (87 acres). The General Plan shows about 50 acres in this category in addition to the existing area, and the remaining area of nearly 140 acres required for ultimate development can be provided by the dedication of open space by residential developers, or by adjustments in the current operational procedures and development designs of various public agencies controlling land in Pacifica.

4. Citywide Parks

The present area of 66 acres defined under this heading consists entirely of city-owned beach lands. The suggested standard of 5 acres per 1,000 people reflects nationally-accepted norms, and indicates a current deficiency of nearly 110 acres, and an ultimate need for a total of 344 acres. The locational, topographic and developmental criteria for this type of facility are not so constrained that these area requirements cannot be met by providing access and improvements to additional beach areas, or by ensuring adequate attention is paid to the specialized citywide park needs of Pacifica in the development and design of the Maestri County Park area and in other regional facilities in the Planning Area.

5. County and Regional Intensive Use Areas

The area presently available in this type of facility in Pacifica exceeds the current requirement based upon a standard of 5 acres per 1,000 population by more than 25 acres. The additional area of about 210 acres which ultimately should be provided within the planning area can be satisfied by the trail system within the HOD, additional beach areas, expanded development of some of the under-utilized or unimproved areas within Sharp Park and the golf course.

6. County and Regional Natural Parks

Pacifica is in an extremely fortunate position with regard to this category, as the San Francisco and North Coast County Water District watershed lands, the State Fish and Game Refuge and the proposed Maestri and Green Valley Regional Park more than satisfy the ultimate needs of the holding capacity population by a very wide margin. The ultimate requirements of 820 acres represent less than one-fifth of the total area now

committed or about-to-be committed within the boundaries of the planning area. In the case of both this and the previous category, it is not normally considered necessary for any of the area (required by the standards) to be provided within the particular locale in which the base population to be served resides. These facilities are normally of relatively large size and serve a population within a regional or sub-regional service radius of perhaps 10 to 20 miles (30 minutes drive).

In addition to the detailed comments above, some general comments and considerations relating to park and recreational facilities are in order. The future park and recreation land requirements in Pacifica have been based upon a generally accepted standards derived from State and County Studies. The areas devoted to these facilities have been distributed on the General Plan throughout the city and reflect the varying size, function and locational criteria for each type of facility.

The mechanical limitations of graphic presentation on a map such as the General Plan map, and the difficulties of making detailed but feasible design recommendations for presently undeveloped and inaccessible areas within the HDD or regional park areas prevent the space standards indicated from being illustrated exactly or completely on the Plan map. For example, some citywide or neighborhood park facilities can undoubtedly be provided within the lands to the south of Linda Mar or even on future or existing school district properties; however, these are not illustrated in the General Plan, nor is it now possible to make these kinds of exact determinations.

It is proposed that each of the recommended elementary schools should provide five acres of playground space. In addition there should be one to two acres of public space in each neighborhood devoted to a park designed for passive recreation or specialized recreational facilities in addition to the playground area provided on the school site. A small neighborhood center containing a meeting room might be a part of such a facility, and other uses might include tennis courts. In addition to the recreational areas at school sites, several other small parks are recommended on the plan, in some places close to existing or proposed high density residential areas such as the proposed redevelopment area in Sharp Park. Several large parks have been located in accordance with the San Mateo County Park & Recreation Program, south of the Linda Mar area, to take advantage of the availability of suitable land and a natural setting.

The City as it exists now gives the sense of abundant open space due to the ocean on one side, the bypassed undeveloped land in the hillside areas, and the extensive watershed lands to the east and south of Pacifica, and the Sharp Park golf course. The Hillside Development Policies recommended by the consultant indicate how ample open space may be established within the hillside districts and within new subdivisions and

housing developments by utilizing the cluster principle and other modern concepts of development with greenways, pedestrian trails and other forms of usable open space providing links between neighborhood facilities. By these means, the city can retain much of its present feeling of openness. However, if the standard types and patterns of subdivision remain the conventional form of development in Pacifica, the amenities of openness will soon be destroyed. Moreover, if the Pacifica General Plan does not include the recommendations for retaining open space, county parks and watershed lands, the broader feeling of openness will also be destroyed. The addition of up to 47,000 people within the present city limits plus the demand for open space and large intensive use areas within county and regional parks, including beach areas, suggest the possibility of more pressure upon existing open space than can be imagined at this time. Utility rights-of-way, creeksides and arroyos must also be protected in order to maintain the character of the physical setting, and in order to provide small amounts of open space and greenways providing linkages and articulation throughout the Planning Area.

The most serious deficiency of the city from a recreation viewpoint, is the absence of neighborhood parks and facilities. These are proposed as shown on the General Plan map and must be accommodated within the Hillside Development District as part of the subdivision and development process. The Bay Discovery Site is also indicated on the Plan as an important historical site and park.

F. OPEN SPACE

The General Plan indicates large areas of permanent open space including watershed lands on the south and east of the city. These areas are in public ownership or must be retained essentially in their present form in order to separate Pacifica from surrounding urban sprawl, to give the city identity, to preserve the physical and open character of the city, or to recognize geological hazardous areas of little developmental value.

G. THE HILLSIDE DEVELOPMENT DISTRICT (HDD)

Three major areas are indicated on the General Plan map for inclusion in the Hillside Development District (HDD). These are located in the northern half of the city, generally north and east of the Sharp Park District and east of Pacific Manor, in the central mid-section of the city north of Linda Mar and Park Pacifica, and in the southern part of the Planning Area, south and west of Pedro Point and Linda Mar. The first two areas are located entirely within the present boundaries of the City of Pacifica, and so do not present any legal problems in terms of adopting and applying new regulations governing development within these hillside areas in order to achieve the General Plan objectives. The third area is situated almost entirely outside the existing city limits and any new hillside development

regulations that are eventually adopted by the City of Pacifica will not be applicable in this area unless and until it is annexed to the City.

In adopting the General Plan, the City Council and Planning Commission endorsed a set of nine interrelated objectives for the future development of the hillside areas in Pacifica. Adoption of precise or specific criteria and principles, or of quantified controls on density, grading, structure types, incentives, street standards and the provision of open space (which had been prepared by the consultant in illustrative form in the report titled Hillside Development Policies, April 1969) was deferred for further study.

The objectives for hillside development are as follows:

- To maximize choice in types of environments available in the city, and particularly to encourage variety in the development pattern of the hillsides.
- To use to the full current understanding of good civic design, landscape architecture, architecture and civil engineering to preserve, enhance and promote the existing and future appearance and resources of hillside areas.
- To provide density and land use incentives to aid in insuring the best possible development of the City's natural features, open space and other landmarks.
- To encourage the planning, design and development of building sites in such a fashion as to provide the maximum in safety and human enjoyment while adapting development to and taking advantage of, the best use of the natural terrain.
- To preserve and enhance the beauty of the landscape by encouraging the retention to the maximum extent possible of outstanding natural topographic features such as streams, slopes, ridge lines and the crestline of the hills, rock outcroppings, vistas, natural plant formations and belts of trees.
- To prohibit insofar as is feasible and reasonable, padding or terracing of building sites in the hills.
- To provide a safe means of ingress and egress for vehicular and pedestrian traffic to and within hillside areas, while at the same time minimizing the scarring effects of hillside street construction by following natural alignments.
- To prevent the marring of the landscape by utility poles, wires and television aerials by requiring that all public utilities be underground and that underground cables for television lines be installed.
- To encourage a more diverse housing mix such that Pacifica is not characterized solely by single-family homes which provide tax revenues

inadequate to meet the expenditures for the public services they demand.

H. TRANSPORTATION AND CIRCULATION

The General Plan calls for several different kinds of circulation facilities: 1) freeways including frontage roads, 2) a parkway, 3) thoroughfares, 4) collector streets, 5) major walkways and trails, 6) a scenic park drive, 7) local streets, and 8) a public transportation system.

The circulation concept expressed in the Plan calls for streets to be designed to accommodate their expected traffic flow, to relate circulation facilities to the generation characteristics of the areas and the abutting uses they serve, and to channel movement in ways that protect and enhance the city's amenities. The concept also reflects the need to minimize the conflict between the automobile and pedestrians.

It is important that the influence of street patterns on land development patterns be recognized and used to create the desired urban form. Street standards in hillside areas are of particular importance in this regard. In these areas, it is desirable to recognize the need to create streets of minimum width, which can be done by prohibiting parking within the street right-of-way, and occasionally to split streets into vertically-divided alignments where the topography dictates.

The major street system is described as follows:

1. Freeways

Routes 1 and 186 are the two major traffic routes in Pacifica. Route 186 will ultimately provide direct access from Route 1 at Rockaway Beach with Interstate 380 to the east, which will extend to the San Francisco airport. Route 1 will ultimately extend as a State freeway south of Pacifica to Half Moon Bay. State Route 1 and Route 186 are recommended as scenic highways in accordance with the Scenic Highway Provisions of the State Division of Highways. Accordingly, freeway corridors should be treated as areas of precise design control because of their magnificent natural character and the views afforded of the hills and the ocean.

It is to be noted that Route 186 has been the subject of considerable discussion over the years. The route proposed on the General Plan is that which the City Council has adopted. This has commonly been known as the "J Line". It is of great importance to the City of Pacifica that a full interchange be constructed to connect Route 186 with Skyline Parkway, so that the full utility of the Parkway as a north-south element in the City's circulation network can be realized. The State Division of Highways have already stated their doubts as to the economic feasibility of providing this connection. It behooves the City of Pacifica to emphasize its importance to the City and to argue forcefully for its retention in the system. Route 186 will also intersect with the Skyline Freeway further to the east.

The area where precise freeway design and geometrics are the most critical occur with relation to Route 1, and is between Crespi Drive and a point south of Linda Mar Boulevard. It is within this area that the freeway corridor must be narrow in order to preserve Pedro Beach and obviate or minimize the need to acquire residential properties east of the freeway right-of-way. The particular design of the interchange at Linda Mar Boulevard is also crucial in order properly to handle traffic and to minimize the amount of land area required for the various movements of traffic. The General Plan map reflects the officially adopted decision of the City Council and Planning Commission that a frontage road linking Linda Mar Boulevard and Crespi Drive be shown only on the east side of the elevated Route 1 freeway in this location, with the reservation in mind of continuing studies of a frontage road on the westerly side. The balance of Route 1 south of that point is indicated within a new alignment rather than along the right-of-way now occupied by Route 1.

2. Parkway

The only parkway indicated on the General Plan map is the proposed Skyline Parkway, which is a proposal within the San Mateo County and the Santa Clara County General Plans and is a long-range proposal of both counties which has been reflected in the Pacifica General Plan, and which would provide an important north-south traffic route within the Pacifica Planning Area. It is particularly important as a route to which Fassler Avenue and Linda Mar Boulevard extended would connect, as an access to the Bay Discovery Site on Sweeney Ridge, and as a route leading from the interchange of the parkway and freeway Route 186 northerly past the junior college, and following Milagra Ridge into the Pacific Manor area and providing connections to freeway Route 1. The parkway would be a divided road, essentially for the purpose of moving traffic in a specialized environmental corridor at modest speeds for enjoyment of views to the east over San Francisco Bay and to the west over the Pacific Ocean. Access would be severely limited along the parkway, and in this respect it would be similarly to a freeway. It is not intended that the parkway serve in lieu of a freeway or that it carry heavy amounts of traffic at a rapid speed. It is recommended that trucks be prohibited, except in unusual circumstances, from using the parkway.

3. Thoroughfares

Thoroughfares in the General Plan are those major routes carrying less traffic than a freeway which provide a means of carrying traffic from various neighborhoods and communities through the area, delivering it to other communities or segments of Pacifica, or providing major links to the regional freeway system. Normally two or four lanes of moving traffic would be accommodated on a thoroughfare. To some extent development with access directly on to the thoroughfare should be limited. Thorough-

fares shown on the General Plan are as follows:

Fassler Avenue (extended east to Skyline Parkway and west to Route 1)
Linda Mar Boulevard (extended east to Skyline Parkway)
Manor Drive (from Palmetto to Skyline Boulevard and connecting with
King Drive to the east)
Monterey Road (from Oceana to Hickey) and Hickey Boulevard (from
Monterey to Skyline Boulevard, and extending as Hickey to the east)
Palmetto Avenue (from north city limits to Sharp Park Road at Route 1)
Sharp Park Road (connecting with Westthorough Boulevard to the east)
Terra Nova Boulevard (entire existing length)

4. Collector Streets

Collector streets are of less importance in the hierarchy of streets, and yet are important links carrying traffic from local residential streets to the major thoroughfares. In general collector streets have one moving lane in each direction although those with a larger tributary area will require a larger capacity, and will have two moving lanes in each direction. Collector streets shown on the General Plan are as follows:

Adobe Drive, from Linda Mar Boulevard to Peralta Road
Alicante Drive, from Manzanita Drive to Terra Nova Boulevard
Clarendon Road, from Beach Boulevard to Sharp Park Road
College Drive (outside Pacifica City limits)
Crespi Drive
De Solo Drive
Esplanade, from Palmetto Avenue north of Monterey Road to Palmetto
Avenue south of Avalon Drive
Eureka Drive - Talbot Avenue extended
Everglades Drive
Francisco Boulevard, from Paloma to Reina Del Mar Boulevard
Frontage Road, parallel to and easterly of State Route 1 between Linda
Mar Boulevard and Crespi Drive
Gateway Drive, from Hickey Boulevard to Skyline Drive in Daly City
Inverness Drive, from Hickey Boulevard to Manor Drive
Lerida Way
Manzanita Drive
Mori's Point Road
Oceana Boulevard, from Monterey Road to Linda Mar Boulevard
Oddstad Boulevard, including extension to the easterly extension of
Fassler Avenue
Paloma Avenue
Park Pacifica Avenue, extended from Oddstad Boulevard to easterly ex-
tension of Linda Mar Boulevard
Peralta Road
Reina Del Mar

Ridgeway Drive extended easterly into HDD
Rockaway Beach Avenue - San Pedro Way extended to Fassler Avenue
Rosita Road
San Pedro Avenue, from State Route 1 to Darmann Avenue
San Pedro Road, from State Route 1 to Peralta Road
Seville Drive, from Crespi Drive to Linda Mar Boulevard
Sneath Lane - Monterey Drive (outside Pacific City limits)
State Route 1 (existing roadway south of City limits to Devil's Slide area)
West Manor Drive, from Palmetto to Esplanade Avenue

In the Hillside Development District, the General Plan map indicates stub extensions from collector streets, thoroughfares and from Skyline Parkway. These stubs will be extended as a continuous system throughout the HDD, and provide connections between the major elements of the circulation network surrounding the HDD. At the present time, the location and alignments of these HDD streets are not known, but it is the City's policy that they will be collector streets.

5. Major Walkways and Trails

The General Plan indicates a system of major walkways and trails throughout residential areas, along the beach and within the Hillside Development District. It is presumed that a system of minor trails and walkways (not shown on the Plan map) will connect with major walkways and trails. The major walkways and trails indicate the connections that can be made from one end of the city to another to accommodate pedestrians, equestrians, and in some cases bicycles, depending upon topography. These trails should be established as public rights-of-way and maintained by the City. Normally they are not along streets in the form of sidewalks, but are distinct and separate rights-of-way protected from the traffic, landscape, and situated within natural areas. The walkways and trails system along the beach is an integral part of the Coastal Area Development Plan and is described in that section of this report. In some cases walkways and trails will be constructed as improved paved paths or boardwalks, while in other cases they will be unimproved trails through natural areas or along the beach.

6. Scenic Park Drive

A scenic park drive is indicated on the General Plan map in the southern part of the Planning Area, providing access to and through the major open space areas and County Parks (Green Valley and Maestri) proposed in this area. It is indicated as following the general alignment of the Old Coast Highway from Peralta Road, at San Pedro Avenue - Rosita Road, via Higgins Way to the crest of Mountara Mountain, and providing a connection with the Skyline Parkway.

7. Local Streets

The base map on which the General Plan is illustrated contains all the local streets which presently exist. No attempt has been made to indicate the possible future alignments of new local streets in areas that are presently undeveloped, such as in the Hillside Development District.

8. Public Transportation System

While the Plan cannot be specific about a public transportation system it is recommended that the city carefully examine the feasibility of re-establishing an intra-city public transportation system throughout those parts of the city where the demand justifies the use of such a system in lieu of a private automobile. One possibility is to arrange with the school districts the use of school buses on a cooperative basis during non-school hours as vehicles of public transportation. Ultimately inter-city linkages with a west bay transit system, if one is developed, and with the BART station in Daly City will be indicated and the city should be prepared to consider how it may create additional linkages of public transportation in order to serve the needs of people within Pacifica who work or have other reasons to gain access to public transportation facilities outside of Pacifica.

IV. MAJOR PROVISIONS OF THE COASTAL AREA DEVELOPMENT PLAN

Few cities in Northern California can claim such a magnificent shoreline along the Pacific Ocean. Yet it can be shown that Pacifica is close to ignoring or even destroying visual and physical access to and enjoyment of the beach by all of the people for all time. The beach and its coastline (properties lying inland of the actual sand of the beach) are a resource of Pacifica as well as a resource of the entire region. It is perhaps an accident that the beach and some limited depth of coastline have not been identified by the State Legislature and controlled by a State agency in a manner similar to the powers exercised over San Francisco Bay by the Bay Conservation and Development Commission (BCDC). It is now time for the City to recognize the coast and beach resource for what it is, and as a local governmental agency to regulate use and development of the entire strip between the mean tide and State Freeway Route 1 as a special area of concern. To do otherwise, or to accommodate to development pressures no matter what the consequences, will spell a certain end to the beaches and their beauty - a loss that can never be recovered.

All beaches are assumed in the Coastal Area Development Plan to be a public asset and potentially accessible to the public. It should be a public objective to prohibit more development on or over the beach, to maximize public ownership and use of the beach and the adjoining coastline, and to limit the balance of coastline properties to medium and high residential or commercial recreation use. The natural characteristics of the beach and ocean should be maintained. Man-made facilities on or seaward out from the beach should be ocean-oriented public or commercial recreation facilities and should not cause changes in the natural ecology of the coastal area or beaches or in recreational enjoyment along the beach or within the ocean waters.

The Coastal Area Development Plan (CADD) is concerned with establishing appropriate land use categories along the entire coastline. The existing land use and physical characteristics of the coastline dictated in large

A. SUMMARY OF OVERALL PROVISIONS

measure the proposals for predominant land use proposals. For example, some areas are already committed by use or existing zoning to a particular land use. Others possess such views or physical assets that a particular treatment is obvious such as the Rockaway Beach area where commercial recreation is indicated. On the other hand, an emphasis upon public ownership of the beach is proposed at San Pedro Beach because of the unique recreational assets at this location, which can be duplicated nowhere else. The Plan, therefore, is designed to allow a variety of activities to take place, rather than haphazard development or a continuous unbroken pattern of urban development along the coastline at the expense of natural features and public use and enjoyment of areas of natural appeal.

The CMAP also emphasizes pedestrian access to the beach and a continuous public pedestrian pathway along the entire coastline. In some instances the pedestrian way is a formal boardwalk (paved or wooden); in other cases the character of the beach and adjoining uses suggests an informal unimproved trail or path along the beach itself.

The principal theme of the Plan is maintenance of the natural shoreline and the form of the beach and headlands. On the other hand, in some areas seawalls and other protective barriers against the force of the ocean and erosion will be necessary. Except for the proposed pier at Sharp Park and a small boat harbor at Rockaway Beach, no development is proposed to extend out into the ocean, and no major change in the form of the coastline is indicated or recommended.

In the following sections, the more detailed provisions and proposals of the CMAP are described area by area. The natural character, the patterns of existing development and the differing potential for future growth has provided the framework for dividing the length of the shoreline in the City of Pacifica into four main sub-areas. Each has its own particular character, problems and sets of implications upon which the development policy proposals have been based. These have been identified as the Edgemar-Pacific Manor District, the Sharp Park District, Rockaway Beach and San Pedro Beach. A separate display map illustrating the provisions of the Coastal Area Plan was prepared and is available for viewing at the City Hall. The General Plan map in this report incorporates all except the most detailed aspects of the Coastal Area Plan. Where it appears desirable to illustrate these details, a larger scale map diagram is included in this section.

B. EDGEMAR AND PACIFIC MANOR DISTRICTS

Some of the most rugged and least easily developable land within the sphere of influence of the CMAP lies in the north of the City on the cliffs to the west of Palmetto Avenue and Westline Drive above the Pacific Manor Shopping Center. The cliffs in this area are anywhere from 60 to 160 feet high above the level of the sandy beach below. The CMAP proposes that the

public access should be maintained along the whole length of the cliff top on the seaward side of development where it is permitted to take place, as well as on the beach itself. If the beach areas and properties adjoining the beaches, particularly along the cliffs, were publicly owned, which is not now the case, then a federally-supported erosion control program carried out by the Corps of Engineers might become feasible. However, walkways and public access could also be provided by private developers in these areas, perhaps in cooperation with the city or in return for non-cash benefits. By leaving these areas open and undeveloped with structures, the costs of damage to private property from erosion can be minimized. The most compatible form of development for this area would be clustered low-rise medium-density housing in the more northerly stretches of the area, with high-density residential structures (but again in low-rise clusters) in the area immediately north of the existing apartment development on Esplanade Drive. An employment area is indicated east of this development, with frontage on Palmetto Avenue and Monterey Road. The natural creek inlets and ravine formations of the cliff faces should be strictly preserved and not allowed to be filled or mutilated. In this way development will not be continuous along the whole length of the cliff face, thus presenting a wall of development excluding views and easy access to the main citywide pedestrian walkway system.

To permit social interaction and better access to this new development on the west side of Route 1, the CADD shows Waterford Street extended under the freeway to join up with Palmetto Avenue. Opposite this junction it is recommended that pedestrian access should be provided to the beach below (this is the most northerly opportunity for access to the beach in the city). Access down to the beach level from the cliff top is also indicated on the CADD, to the beach adjoining Esplanade Drive to the west of the Pacific Manor Shopping Center. This connects up with the beach trail which runs south to Sharp Park. Beach access from the high portions of the cliff face is not feasible any further south than this beach due to existing development and commitments.

Twenty-one acres of land for industrial or employment purposes are shown on the CADD straddling Palmetto Avenue in the vicinity of Milagra Creek. This is an area which is largely under-utilized at present, and this provision will afford the City a major opportunity to consolidate employment activities in a strategic position accessible to the freeway and thus enhance the City's economic base. Just south of this employment area the CADD shows the existing mobile home park and reflects the approved plans for expansion of the existing facility to the south.

The City at present owns the beach in the north part of Sharp Park which parallels Shoreview Avenue. However, access to this beach can only be

PLAN PROPOSALS FOR SHARP PARK AREA

gained from Beach Boulevard extending between Paloma Avenue and Clarendon Road. The CADP proposes that the City should open up and improve the accessway to the beach in the right-of-way presently owned off Shoreview Avenue opposite Surf Street. In order to minimize inconvenience to the surrounding residential community created by the parking needs of the beach users, it is possible that an agreement could be reached with the Laguna-Salada Union School District to use Sharp Park School for temporary car parking during non-school hours.

The Coastal Area Development Plan proposes that a pedestrian boardwalk be constructed in the Sharp Park District in conjunction with the improvements which are urgently required for a seawall in this area to combat erosion. This boardwalk would run the entire length of the Sharp Park District from Paloma Avenue to Clarendon Road.

The Sharp Park District should become the center of Pacifica. The process of urban renewal and the judicious combination of other innovative public and private redevelopment programs can insure that it becomes so. The CADP presents an imaginative look at the future pattern of development in the Sharp Park District which is possible if a concerted effort is effectively coordinated.

It is proposed that Salada Avenue or another nearby east-west location should become a pedestrian mall linking the Eureka Square Shopping Center, possibly expanded and extended to bridge the freeway, with a new recreational pier extending 1,500 feet out into the Pacific Ocean. Lining the pedestrian mall on Salada Avenue it is proposed that attractive shops oriented primarily to the tourist or visitor to the city should be located, backed up by new motels, hotels, and offices. The remaining portions of Sharp Park should be redeveloped residentially at a high density to provide an immediate support population for the adjoining facilities, and also to take full advantage of the unique location that this easily accessible and environmentally stimulating area could offer.

In the Coastal Area Development Plan the pedestrian boardwalk in the Sharp Park District ends at Clarendon Road immediately north of the golf course. In contrast to the urban relationship of development to the beach in Sharp Park, the CADP indicates that the beach in front of the golf course should be left in as natural a condition as possible and that no improved trails be developed. However, again as a contrast, a small boardwalk with some commercial recreational activities, such as a restaurant, hotel, nightclub, and perhaps a few suitable shops, is indicated in the beach area just north of Mori's Point. The magnificence of Mori's Point headland should be preserved and no development should be allowed to intrude over the headland. While medium-density housing is indicated on the CADP in this general vicinity it is important that such development should be compatible with the topography. Development must preserve the

open quality of this hill face as far as possible and it is suggested that a tightly grouped low-rise medium-density residential cluster development would be the most suitable form of development for this area.

D. ROCKAWAY BEACH

In the area presently being worked for the quarry, the CADD shows high-density residential development. The quality and character of the land after quarrying operations cease will demand that the site be developed vigorously, boldly, and with significant elements. In addition, any development in this area has to contend with the proximity of the freeway interchange between Routes 1 and 186, which again demands that any development juxtaposed should be carried out at a scale, and in a form, commensurate with this gargantuan land user. Approximately 38 acres of land remain within the interchange of these freeways, not all of which will be level and usable. This land is indicated on the CADD as industrial land or as suitable for employment. More specifically, it is felt that the site would afford a good opportunity for an automotive center or for a wholesale distribution center. No matter what the eventual use may be, it is important that standards be carefully drawn up which will control the "performance", in terms of noise, smoke, traffic generation, etc., of such uses to ensure full compatibility with the surroundings.

The main land use indicated for the Rockaway Beach is commercial recreation. Already the nucleus of a commercial recreation area is in evidence along the beach, and the introduction of new freeways, giving easier accessibility, can be expected to add significantly to the locational advantages of this general area of the city for commercial recreation. A small boat harbor and boat launching area is envisaged for the north part of Rockaway Beach as an integral part of the commercial recreational complex. If it is determined that these boat facilities are infeasible at this location, it is intended that studies will be made of other possible sites along the shoreline in Pacifica. A pedestrian boardwalk is also proposed for the whole length of this splendid beach, with car parking presently located right above the beach relegated to a less significant location to the rear of existing and new development.

The Coastal Area Development Plan shows commercial recreational land uses continuing south over the headland from Rockaway Beach right down to Crespi Drive on San Pedro Beach. Such land uses are largely a reflection of current proposals that the City is evaluating. In implementing any proposals in this area, it is essential that the City ensures that ready access and a continuous pedestrian walkway is maintained along the whole seaward side of all future development. Two trails are indicated on the CADD in this general area, with one linking the boardwalk in Rockaway Beach with a Boardwalk which, it is suggested, should be an integral component of the proposed development of the beach property to

PLAN PROPOSALS FOR SAN PEDRO BEACH

the north of the Wander Inn (Heath Development).

The Coastal Area Development Plan does not show any parallel frontage road west of the freeway between Crespi Drive and Linda Mar Boulevard. It is proposed that as much of this 1,500 foot stretch of beach, perhaps the finest in north San Mateo County and certainly the most popular in the north peninsula sub-region, should be retained in as natural a state as possible. The future upgrading of Route 1 to freeway standards will inevitably eat into much of the land to the west of the existing Route 1 and additional improvements or development in this area must be kept to a minimum. Sufficient public parking for visitors to the beach should be provided in a convenient location.

Pedestrian access to San Pedro Beach is provided in three locations: From Crespi Drive, from Linda Mar Boulevard, and from a new trail paralleling Pedro Creek. It would in addition be desirable to provide a pedestrian underpass to provide beach access mid-way between Crespi Drive and Linda Mar Boulevard. On the land presently used for the golf driving range it is proposed that medium density low-rise housing be located. Immediately to the west of this development it is proposed that Danmann Lane should become a small commercial shopping mall with Carmel-type establishments, primarily oriented to the tourist or visitor to the city. A new road to replace Danmann Avenue is proposed to the west of the existing right-of-way. The old Tobin Station might perhaps become a small museum, showing the development of Pacifica in relation to the old Ocean Shore Railroad Company which was such an important factor in Pacifica's early development. Immediately to the north of the Tobin Museum, facilities should be developed to provide visitors with opportunities to rent fishing and surfing equipment, and possibly small boats.

The CADD proposes that Shelter Cove Road should be paralleled by a pedestrian boardwalk linking up Danmann Mall with new development proposed in Shelter Cove. This boardwalk will need to be partially cantilevered over the cliff edge along this stretch of coast, but it is felt that it will add significantly to the attractiveness and vitality of the area and permit ready appreciation of the magnificent view to the north along the whole of the Pacifica coastline. This unrivalled view also offers an opportunity to locate a quality restaurant facility at the end of Shelter Cove Road on the low headland just north of Shelter Cove proper. The development proposed for Shelter Cove is ambitious, but is in keeping with the opportunities that the site offers. Vehicular access and parking will be a high level (including parking for the restaurant) with four stories of apartments and one level of commercial recreation (at the lowest level) being housed under the parking. Such development would not intrude any further onto the beach than existing development does now

E. SAN PEDRO BEACH

and would permit the continuation of many uses of this popular beach. Pedestrian access to the beach level will be either mechanically from the parking area above, or by foot down the route of the present existing (and slightly tortuous) vehicle route.

F. COASTAL AREA DEVELOPMENT CONTROLS

The coastal area is of such critical importance to the future economy, appearance and outdoor recreational quality of Pacifica that it requires special development controls. All beach areas should be classified into a new zoning district identified as "Public Beach" and it is declared as policy that the same be acquired by the public. Adjoining private and public property must be professionally designed and developed in accordance with specific coverage, height, and especially architectural and site planning design standards. The most reliable means for ensuring first class and sensitive design is through the process of design review by a board designated to perform this function. Accordingly, the City should establish by ordinance a Design Review Board for review and approval of all developments in the city, and establish precise design standards for the coastal area.

G. AREAS FOR FURTHER SPECIFIC STUDY

In some cases the provisions of the Coastal Area Development Plan are not definitive, but represent a consensus of current opinion. These are subject to re-evaluation after more detailed studies of their physical or economic feasibility, or of their relationship to other City objectives have been completed. The areas identified for further study include the following:

1. Area south of Pacific Manor Shopping Center

This area is bounded by Manor Drive, Palmetto Avenue, Milagra Creek and the Pacific Ocean. It will be studied to determine whether the existing single-family residential designation should be retained or whether it should be designated for conversion to large-scale commercial use of some type. It will also be necessary to design an appropriate strategy to achieve this change if it is found to be desirable.

2. Ocean Park Manor

This area is located south of the mobile home park, on the west side of Palmetto Avenue, bounded by the Pacific Ocean and the properties on the north side of Paloma Avenue. The purpose of the study will be to investigate the desirability of possible future conversion to medium- and high-density residential use from its existing designation and development as low-density, single-family use, and to determine the procedures which should be followed in making such a change.

3. Area east of State Route 1 at San Pedro Beach

The boundaries of this area are State Route 1, Linda Mar Boulevard, De Solo Drive and Crespi Drive, but the area south of Linda Mar Boulevard, and west of De Solo Drive should also be considered as relevant for inclusion in this study. The future construction of State Route 1 as an elevated freeway with appurtenant access ramps and a frontage road along its east side between Linda Mar Boulevard and Crespi Drive, the intention that San Pedro Beach be a public beach without commercial recreation uses, but with adequate public parking provided within a convenient distance of the beach, together with the possible demands for additional commercial or commercial recreation areas as an adjunct to the beach or as a result of continuing residential development and growth in the San Pedro Valley constitute very substantial reasons for a more detailed study of this specific area. Apart from feasibility studies for the conversion of this area from predominantly single-family residential use to commercial or other uses, attention may be directed to the adoption of specific design criteria which should be reflected in the construction of State Route 1 as a freeway in this vicinity. These may include such facilities as pedestrian underpasses providing access to the beach or the possible multiple-use of the freeway right-of-way or structures for parking or other uses either above or under the freeway.

4. Sharp Park Area

The area bounded by the Pacific Ocean, Paloma Avenue, Clarendon Road and extending some distance east of State Route 1 constitutes the Sharp Park area. As an area designated for substantial restructuring with new offices, apartments, retail and commercial recreation, and possibly governmental facilities, and with public beaches and park areas indicated for development, Sharp Park should be the subject for more definitive design and economic studies, and for the development of implementation programs and procedures, including but not limited to a possible Neighborhood Development Program (NDP) of HUD, a Beach Erosion Protection Program and other Federal assistance programs for its improvement.

V. IMPLEMENTING POLICIES AND PLANS, AND GUIDING THE PLANNING DEVELOPMENT PROCESS

The preparation and adoption of the General Plan, of the Coastal Area Development Plan, and of the objectives of the Hillside Development District constitute the first and most basic steps toward active community development, but desirable development and improvement will not occur unless these plans and policies are accompanied by a set of implementation tools and a will on the part of the City government to use them. Tools that should be employed in Pacifica are as follows.

The City's existing ordinances need to be improved, and the process of plan review should be applied in a more creative and imaginative fashion, in addition to verifying the conformance to specified requirements of street widths, lot sizes and shapes, and familiar items. The procedures of the ordinances should be strengthened by the addition of criteria which will assist the staff, Planning Commission and City Council to evaluate the appropriateness of the design and layout of proposed subdivisions. In relation to existing development and the community's aspirations as spelled out in the General Plan, other city policy statements, and the Hillside Development District objectives, the City should consider supporting at its expense in the form of staff time, some part of the creative design capability which would be required to upgrade the present level and character of land development. This approach would recognize the fact that the City is actually in a very strong bargaining position in its relation to land developers and subdividers, and that it does not necessarily have to acquiesce in every application submitted to it.

In addition to setting high, but flexible standards for subdivision design, especially in the Hillside Development District, the City must regulate minor subdivisions and lot splits, and must require that suitable public improvements are guaranteed.

A. LAND SUBDIVISION AND LOT SPLIT ORDINANCES

B. PLANNED UNIT DEVELOPMENT ZONING, CLUSTER DESIGNS & PROCEDURES

In order to avoid monotonous and inefficient patterns of land use produced by development design on a lot-by-lot basis, a device has been accepted in many cities which permits clustering of the housing units on one part of the site leaving some area of usable open space on the remainder of the site. The overall density of the area probably remains essentially the same, but requirements for side-yard widths, set-backs and other features of single lot regulations are modified. This is a very effective tool, and when properly controlled, can produce imaginative development, and where appropriate, the mixing of housing types. A new provision of the Pacifica code will be necessary to implement this concept in the Hillside Development District, using some of the ideas set forth in the Hillside Development Policies report as a basis for further study. Included must be provision for setting up a homes association to own and maintain common green areas, and a density bonus to make planned developments more attractive to subdividers than conventional subdivision designs conforming to traditional zoning provisions. An alternative method for the control of open space is to set up special assessment districts for open space maintenance purposes, the services to be provided either by the City or an independent contractor.

C. THE ZONING ORDINANCE

Some selective recommendations on changes and improvements in the present Zoning Ordinance have been prepared and are explained in the separate report on implementing the General Plan. Since the Zoning Ordinance is one of the most frequently used and reliable tools for plan implementation, it must always be applied within the context of the General Plan, and not treated as if it were a plan unto itself. The first task before the Planning Commission will be to translate the General Plan and the objectives of the Hillside Development District into action by initiating re-zoning procedures in selected areas, and review recommended changes in district boundaries. This process is bound to be a continuous one, as the City develops and as the General Plan is subject to annual review and possible amendment.

It is particularly necessary to revise the Zoning Ordinance to accommodate the provisions of a Hillside Development District. This District would be a new zoning district within the Zoning Ordinance and would combine some of the features of conventional zoning with some of the features of a planned unit development procedure. It is not recommended that the conventional zoning district to be found in the Pacifica Zoning Ordinance be applied within the Hillside Development District, but rather that entirely new planned use regulations be written to implement the Hillside Development District objectives.

The adoption of the General Plan should be followed by enactment of comprehensive revisions to the Zoning Ordinance and enactment of improved

sign regulations, which will result in the non-conformity of some uses. These uses and signs can and should be phased out in accordance with a reasonable and equitable amortization schedule so that provisions of the General Plan and purposes of the various ordinances can be met without creating undue hardship.

The Planning Commission should review existing administrative and Commission procedures used in processing permits to determine appropriate additional measures, regulations, or new agencies needed to assure the following:

- Improved site planning and a higher quality of appearance of structures, landscaping and properties, both public and private.
- Preservation and enhancement of the natural beauty and visual character of Pacifica.
- Encouragement of originality in architecture, signs, site planning and landscape design.
- Discouragement of excessive and unsightly grading, and of ugly or unharmonious elements of design in and around the community.

The shape of the community will be determined to a large extent by the street pattern. From the General Plan stem the provisions for guidance on the general location and capacity of major thoroughfares and collector streets. Adoption of plan lines for these streets well in advance of construction will ensure that the function of streets will not be impaired subsequently by conflicting development schemes.

A capital improvement program which is governed by the General Plan, and which is geared to a realistic financial plan, is one of the two direct implementation tools that the City has at its disposal.

By scheduling capital improvements for the areas and projects that should be developed at a given time, the City can regulate both the speed and direction of growth. By scheduling funds in accordance with a planned program the City can ensure that essential facilities are provided as needed. A mandatory referral procedure should be instituted to insure the compatibility of improvements planned by various public agencies and to promote efficiency and economy in their construction. Under this procedure the City Planning Commission would periodically review public expenditures to determine their conformance to the General Plan. The capital improvement programming can also be related to fiscal programming, and this

D. DESIGN REVIEW PROCEDURES

E. MAJOR STREET PLAN LINES

F. CAPITAL IMPROVEMENT PROGRAM

is particularly necessary in the case of Pacifica because of the heavy burdens that capital improvement programming will impose upon the fiscal condition of the City.

G. CITY BEAUTIFICATION PROGRAMS

Although the General Plan does not address itself in any detail to city beautification it lays the foundation upon which a more beautiful city can be developed. For a community such as Pacifica, beautification programs can be carried out by private groups and improvement associations working within an overall city plan. But it will be important in making decisions about land subdivision zoning and design review for the Planning Commission to give beauty a place of much greater importance in the hierarchy of values than has been the case in the past. The criteria for judging community appearance may be established within the Zoning Ordinance and specific design standards included as guidelines for development. The design review procedures referred to earlier should provide the means for judging development proposals against these design criteria in an effort to contribute to city beautification.

Federal beautification funds plus matching city funds present a tangible opportunity for beautifying public spaces throughout the city. Removal of overhead wires, of ugly and oversized signs, planting street trees in commercial areas and landscaping new uses and developments will contribute immeasurably to city beautification.

H. HOUSING ELEMENT AND HOUSING PROGRAMS

Although this General Plan does not include a housing element as required by the State Planning Law, it is required that a housing element consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing be prepared. This element of the plan should endeavor to make adequate housing provision for the housing needs for all economic segments of the community. The general structure of the housing element would consist of:

- An identification of housing problems and a preliminary statement of community housing goals.
- An indication of probable solutions to the identified problems.
- A detailed work program for preparation of a complete housing plan for all economic segments of the community, in accordance with the desires and needs of the community.
- Evidence of coordination with established regional agencies, housing authorities, citizens groups, and producers.

In addition, the U.S. Department of Housing & Urban Development requires that by September 30, 1969 an initial housing element have been prepared

as a condition of receiving any other federal aid assistance. The problems of an adequate housing supply are typically in the area of low and moderate income housing. Among the federal programs available are the following:

- Low Rent Public Housing Program.
- Rent Supplement Program.
- Section 221(d)(3) Below-Market Interest Rate Rental and Cooperative Housing Program.
- Section 236 Rental and Cooperative Housing Program.
- Section 235 Home Ownership and Cooperative Housing Program.
- Section 221(h) and Section 235(j) Rehabilitation for Sale Program.
- Section 115, Rehabilitation Grants and Section 312 Direct to Rehabilitation Loans.
- Section 202, Senior Citizens Housing Program.
- Market Rate FHA Mortgage Insurance Program.
- Assistance to Housing Sponsors and Developers.
- Section 207, Low-Income Housing Demonstration Programs.
- National Housing Partnerships.

Since the housing needs of some people residing in Pacifica, especially low- and moderate-income families, will need to be improved through State and Federal assistance, the above programs should be investigated by the City as possibilities for application in Pacifica.

The General Plan and the Coastal Area Development Plan can form the foundation for the preparation of sufficiently detailed plans that would, if adopted, provide a sound basis for the enactment of regulations controlling land use, bulk, street locations and urban design. Specific plans could be adopted in such a way that conventional zoning requirements would not apply, and a much more specialized and sensitive set of controls could be formulated. This has particularly relevant application to the Sharp Park area where a civic center and town center are proposed. It is recommended that a specific plan for the Sharp Park area be prepared within the next year in order to establish a precise design for the area and the economic feasibility of proceeding with a Neighborhood Development Program in accordance with the U.S. Housing Act.

I. SPECIFIC PLANS

California Law provides a means for a city to redevelop run-down areas with or without the assistance of a federal subsidy. This procedure has been used effectively in many cities and may be a way for Pacifica to improve the Sharp Park area. Redevelopment programs do not necessarily demand clearance but can be viewed as a means for encouraging participation

J. REDEVELOPMENT — PUBLIC AGENCY

and unified action in a given area. Such actions need not involve the Federal Government, although Federal participation under the new Neighborhood Development Program is a significant means to achieve a large financial contribution. A Federally-financed code enforcement program may be a corollary technique within parts of the same area, and this would require little or no clearance and would require that no owner be forced to give up his property. Under such a program home-improvement loans would become available at favorable rates and terms.

K. REDEVELOPMENT — PRIVATE DEVELOPMENT CORPORATIONS

The potential for combining efforts between the public and private sectors for mutually beneficial purposes is very great and very appealing. The distinguishing feature of the non-profit corporation is that it does not distribute profits, is typically willing to take risks, and is often able to package projects that public agencies or private for-profit agencies would be unable or unwilling to undertake alone. It can pursue quasi-public functions such as provision of technical assistance and promotional activities. Economic development is among its main functions. The potential for unifying development and assembling parcels of land among voluntarily participating property owners is very great indeed. The vehicle for such participation is the conventional corporation or syndicate. This device should be encouraged as a means to consolidate land, money and effort into the packaging of meaningful large projects in areas where fractionated land holdings tend to produce in the aggregate much less income and impact than their combined overall potential can provide.

L. ACQUISITION OF AIR RIGHTS

The proposal for bridging over Freeway Route 1 at Sharp Park would require the acquisition of air rights from the State Division of Highways. A precedent has recently been set by the State in Sacramento and should be taken advantage of by the City of Pacifica in order to implement the precise plan proposal for the Sharp Park area. The costs and feasibility of this proposal have not been investigated and would need to be an early study following adoption of the General Plan. It has also been suggested that space under the future Freeway Route 1 at San Pedro Beach could be utilized for parking or commercial uses. These would also require an agreement with the State Division of Highways for multiple use of the right-of-way.

M. THE CITY'S DEPARTMENT OF COMMUNITY DEVELOPMENT

It is recommended that the City strengthen the comprehensive planning, community development and redevelopment function in order to carry out the General Plan and accomplish an effective and meaningful implementation program. Considerably greater resources than have been allocated

in the past will be required in future years to do the job. The planning staff will need to contribute a great deal of time and guidance to the review of private and public programs, public property development proposals, and the Director of Community Development should actively sponsor, stimulate, or otherwise act to ensure Pacifica's optimum development, and ensure that the City attract desired activities and improvements. The Director should also be involved in determining the procedures and feasibility of proceeding with Neighborhood Development Program planning within the Sharp Park area.

The regional, County and City General Plans propose vast amounts of open spaces within and adjacent to the planning area. A substantial proportion of these lands face no threat of intense use in the near future. Potential open space lands closer to the edge of the urbanized area may be exposed to substantial speculative and developmental pressure. In both cases, Pacifica should consider supporting the permanency of these open spaces through direct purchase by some public agency, or through the purchase of development rights. Lands close to the urban fringe and Pacifica's beaches should be earmarked for early acquisition, or development rights should be secured. It is suggested that the City should be willing to bond itself now to acquire land at today's prices. This approach will prove to be a fantastic bargain looked at ten or twenty years from now.

One municipality that has already taken this sort of action is the City of Boulder, Colorado, where the citizens voted in 1967 to tax themselves for land acquisition in the 10 year program of establishing "green-belts". They approved a new one-cent sales tax, added to an existing one-cent city and three-cent state sales tax, 40 percent for green-belts and 60 percent for street improvements. It is estimated that this will produce \$400,000 annually for the open space program.

The Pedestrian Mall Act of the California Streets and Highway Code authorizes the City Council to establish pedestrian malls, prohibit vehicular traffic, use general funds or monies derived from application of an assessment district for development, and issue bonds based on unpaid assessments. The pedestrian mall concept has some potential applicability in the Sharp Park area.

A recreation fund along the lines proposed recently in Assembly Bill 2233 would be made available for grants to cities, counties and districts for recreational purposes on the basis of population and need. Grants would

N. PURCHASE OF DEVELOPMENT RIGHTS FOR OPEN SPACE PRESERVATION

O. PEDESTRIAN MALL ACT

P. RECREATION FUND

be partly from the State, with a matching amount from the cities and counties. The money would be used both for recreation planning and for actual development of parks and other recreational facilities. The purpose of the fund would be to assist cities which are financially incapable of developing recreation resources.

Q. POTENTIALLY USEFUL FEDERAL AND STATE FINANCIAL RESOURCES

Much of what is included in the General Plan cannot reasonably be financed from local revenues. This is not to say that the General Plan is too visionary or its proposed capital improvements too expensive. Rather, a city's revenue sources are so limited these days and its needs so great that it must look to outside sources for even its most fundamental needs (sewer grants, school aid, highway funds, etc.). The following federal funding sources are known to be available for implementation of the General Plan and for strengthening the planning process:

- Section 701 Urban Planning Assistance Grants from U.S. Department of Housing & Urban Development (HUD). (The City intends to apply for a second grant in order to obtain assistance in implementing the General Plan.)
- Open Space Land Acquisition and Development Grants from HUD.
- Urban Beautification Grants from HUD.
- Code Enforcement Grants from HUD.
- Neighborhood Development Program Advances, Grants and Loans from HUD.
- Community Renewal Program Grants from HUD.
- Water and Sewer Facilities Grants from HUD.
- Grants for advanced purchase of land for proposed construction of public works and facilities, and for public works and community facility planning from HUD.
- A variety of housing assistance programs for Low- and Moderate-Income Families, from HUD.
- Public Facility Loans from HUD.
- A variety of Manpower Development, Job Opportunity, Youth Opportunity, Community Action and related program funds from the Office of Economic Opportunity, Department of Labor and Department of Commerce.
- Land and Water Conservation Funds for the purpose of acquiring and developing lands and waters for public outdoor recreation purposes from the Department of Interior, through the State Department of Parks and Recreation.

R. URBAN DATA SYSTEMS

For a city of Pacifica's present size the development of a capability to utilize electronic data processing to collect and handle the data needed for governmental decisions will be a critical need. As the city grows to the size projected for it, and as the science of electronic

data processing improves, there will be both the need and the opportunity for the city to use this tool. Therefore attention should be given in any future data collection procedures, whether these are concerned with land use information, tax accounts, censuses of population or other surveys or records, to classify the data in such a form that they can be readily converted to an electronic processing system.

Public education in the form of public information about the city's planning process is very important. Good newspaper coverage of planning issues and wide dissemination of information on Planning Commission and City Council meetings are effective ways of educating the public. The Pacifica Tribune and the Coastside Chronicle are already doing a very commendable job to publicize events and issues pertaining to planning issues. Annual "town meetings" on planning and development issues and potentials should also be considered. Interested citizens and city officials should participate in workshops and seminars that are sponsored by the University of California, San Francisco State College, the League of California Cities, American Institute of Planners (AIP), and the American Society of Planning Officials (ASPO).

S. PUBLIC EDUCATION

To encourage substantial improvements in building design and site planning, some incentives will prove to be useful. One such incentive is public recognition of design excellence by means of awards given yearly by the City. An award system might also tend to increase the community's interest in civic design excellence as well as spur improved private design accomplishments. The award should become sufficiently coveted to be a meaningful symbol of civic appreciation and a meaningful recognition of individual effort and achievement. Awards may be given to outstanding architects, developers and builders, and may include several categories of accomplishment.

T. AWARDS OF MERIT

Pacifica is in a key location in the nine-county San Francisco Bay region in that it is located on the threshold of the expanding demand for outdoor recreation resources. Its natural beauty can either be enhanced or destroyed according to the character of the development policies adopted and enforced by the City, County and region. Its future in large measure becomes interrelated with decisions that are to be made by regional agencies, particularly the Association of Bay Area Governments (ABAG) over the next several decades. Freeway planning, and planning for the preservation of the desirable natural features of the County are now largely the responsibility of County and State agencies. To some extent these

U. REGIONAL PLANNING AND A LIMITED-FUNCTION REGIONAL GOVERNMENT

agencies may be influenced by the City's desires. It is much more probable, however, that regional issues will soon be resolved by a regional planning agency, and perhaps by some form of regional government.

Pacifica is an active member of ABAG and has grown to recognize the importance of maintaining the quality of the environment. The City has reviewed the Preliminary Regional Plan prepared by ABAG in November, 1966 and has communicated some of its preferences about regional planning issues within the City's ultimate sphere of influence. There are no serious differences between the City's General Plan and the proposals of the ABAG Preliminary Regional Plan.

While there appears to be general agreement that regional planning is a legitimate function of a region-wide government agency, and little disagreement about the concerns of a regional planning agency, and a substantial consensus among Bay Area governmental leaders on the need for a multi-purpose, limited-function regional government, there remain some clear differences of opinion regarding the form such an organization would follow and the geographic scope of its jurisdiction. Among the issues to be resolved are methods of choosing a governing body, the extent of functions to be assigned to a regional government, and the powers of such a government. Nonetheless, Pacifica's future and the implementation of the General Plan is closely tied to the decisions made by the State Legislature on regional government in the Bay Area. Pacifica's future is also closely tied to the regional planning functions of ABAG or a successor agency. Consequently, Pacifica must continue to support and participate in regional planning activities and will need to rely upon regional authorities to ensure that some of the basic features of general plans for the Pacifica Planning Area will be implemented.

APPENDIX 1: PARK AND RECREATION STANDARDS FOR PACIFICA
(see text under section III.E for full explanation and description)

Type of Facility	Space Standards	Area Existing ^{a/}	Area Requirements ^{d/} 1969 ^{b/}	Ultimate ^{c/}	Area Deficiencies ^{e/} 1969 ^{b/}	Ultimate ^{c/}
1. Playgrounds	1.25ac/1,000pop.	94 acres	44 acres	102 acres	+50 acres	-8 acres
2. Playfields	1.25ac/1,000pop.	38 acres	44 acres	103 acres	- 6 acres	-65 acres
3. Neighborhood Parks	2.50ac/1,000pop.	17 acres	87 acres	205 acres	-70 acres	-188 acres
4. Citywide Parks	5.00ac/1,000pop.	66 acres	175 acres	410 acres	-109 acres	-344 acres
5. County, Regional Intensive Use Areas	5.00ac/1,000pop.	200 acres	175 acres	410 acres	+25 acres	-210 acres
6. County, Regional Natural Parks	10.00ac/1,000pop.	4,600 acres	350 acres	820 acres	+4,250 acres	+3,780 acres
Total: All Types	25.00ac/1,000pop.	5,015 acres	875 acres	2,050 acres	+4,140 acres	+2,965 acres

Notes: a/ The area existing is based upon the survey of land use conducted by the City of Pacifica in August 1968, and compiled and mapped by Duncan & Jones. The area shown for citywide parks is entirely in beaches.

b/ 1969 figures based upon estimated population within the City of 35,000.

c/ Ultimate (holding capacity) population in the city estimated at 82,000.

d/ Area Requirements = population x space standards.

e/ Area Deficiencies = area existing - area requirements.

APPENDIX 2: POPULATION HOLDING CAPACITY

The assumed population holding capacity of the planning area has been calculated as follows:

1. Existing population in City of Pacifica	35,000 persons
2. Add new population assumed to be accommodated in areas <u>outside</u> the Hillside Development District (HDD)	
a. Approximately 160 gross acres low-density	2,500
b. Approximately 70 gross acres medium-density	2,500
c. Approximately 140 gross acres high-density	<u>8,000</u> 13,000
3. Add new population assumed within approximately 150 acres of redeveloped areas (presently under-developed) at increased density	10,000
4. Add new population assumed to be accommodated within the HDD	<u>24,000</u>
Sub-total, City Population (ultimate)	82,000 persons
5. Add existing population of San Bruno that falls within the Pacifica Planning Area	5,000
6. Add new population to be accommodated in approximately 50 gross acres at high-densities in San Bruno	<u>3,000</u>
Total Planning Area Population (ultimate)	90,000 persons

Source: Duncan & Jones

MAPS

ALTERNATIVE CIVIC CENTER SITES



ERRATA

The General Plan and Coastal Area Plan map was incorrectly printed in two instances. Three school sites, Portola School in San Bruno, and Linda Mar School and Sanchez School in the Linda Mar area should have been shown in the light blue tone designating Schools. The area east of Route 1 in Sharp Park in the vicinity of the Eureka Square shopping center should be in the bright red tone of the Retail category.

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